

JPRS-UHR-85-019

18 November 1985

# USSR Report

HUMAN RESOURCES



FOREIGN BROADCAST INFORMATION SERVICE

## NOTE

JPRS publications contain information primarily from foreign newspapers, periodicals and books, but also from news agency transmissions and broadcasts. Materials from foreign-language sources are translated; those from English-language sources are transcribed or reprinted, with the original phrasing and other characteristics retained.

Headlines, editorial reports, and material enclosed in brackets [] are supplied by JPRS. Processing indicators such as [Text] or [Excerpt] in the first line of each item, or following the last line of a brief, indicate how the original information was processed. Where no processing indicator is given, the information was summarized or extracted.

Unfamiliar names rendered phonetically or transliterated are enclosed in parentheses. Words or names preceded by a question mark and enclosed in parentheses were not clear in the original but have been supplied as appropriate in context. Other unattributed parenthetical notes within the body of an item originate with the source. Times within items are as given by source.

The contents of this publication in no way represent the policies, views or attitudes of the U.S. Government.

## PROCUREMENT OF PUBLICATIONS

JPRS publications may be ordered from the National Technical Information Service (NTIS), Springfield, Virginia 22161. In ordering, it is recommended that the JPRS number, title, date and author, if applicable, of publication be cited.

Current JPRS publications are announced in Government Reports Announcements issued semimonthly by the NTIS, and are listed in the Monthly Catalog of U.S. Government Publications issued by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

Correspondence pertaining to matters other than procurement may be addressed to Joint Publications Research Service, 1000 North Glebe Road, Arlington, Virginia 22201.

Soviet books and journal articles displaying a copyright notice are reproduced and sold by NTIS with permission of the copyright agency of the Soviet Union. Permission for further reproduction must be obtained from copyright owner.

18 November 1985

## USSR REPORT HUMAN RESOURCES

### CONTENTS

#### LABOR

Ways To Increase Output of Agriculture Brigades Given (V. Zhurikov; PLANOVOYE KHOZYAYSTVO, No 8, Aug 85).....	1
Jurist Discusses Procedure for Settling Labor Disputes (L. Shakhbazova; VYSHKA, 7 Aug 85).....	12
All-Union Conference of Labor Organ Workers Reported (V. Shadrin; SOTSIALISTICHESKIY TRUD, No 4, Apr 85).....	16
Rational Utilization of Labor Resources in Central Asia (S. Ziyadullayev, R. Ubaydullayeva; PLANOVOYE KHOZYAYSTVO, No 5, May 85).....	29
Better Use of Time Urged in Construction Industry (Yu. Pak; SOTSIALISTICHESKIY TRUD, No 5, May 85).....	40
KOMMUNIST Article on Soviet Trade Unions (KOMMUNIST, No 10, Jul 85).....	50

#### EDUCATION

Problems of School Construction in Uzbek SSR (Gayrat Khamidullayevich Kadyrov Interview; UCHITELSKAYA GAZETA, 4 Jul 85).....	51
New Training Methods for Managers in Economic Sphere (E.M. Sergeyev Interview; SOVETSKAYA ESTONIA, 7 Aug 85)...	56
USSR Academician Highlights First Year School Reform (Ivan Zverev Interview; MOSCOW NEWS, No 36, 15-22 Sep 85).	60
Figures for General, Specialized Education in Republics (VESTNIK STATISTIKI, No 8, Aug 85).....	62

LABOR

WAYS TO INCREASE OUTPUT OF AGRICULTURE BRIGADES GIVEN

Moscow PLANOVYE KHOZYAYSTVO in Russian No 8, Aug 85 pp 86-91

/Article by V. Zhurikov, chief of the Main Administration of the USSR Ministry of Agriculture: "Collective Contract: Some Conditions and Factors Which Are Restraining Its Spread"/

/Text/ A progressive form for labor organization and wages -- the progressive contract -- is entering into more widespread use at kolkhozes and sovkhozes throughout the country. Thus, in 1984 the number of subunits operating on the basis of a contract almost doubled compared to the previous year and they cultivated 50 percent of the arable land. An increase took place in the number of contractual subunits operating on irrigated lands, where their use is more effective. Here, more than two thirds of the irrigated land was assigned to such subunits.

At kolkhozes and sovkhozes in the Russian Federation, collectives which operate on the basis of a contract worked 52 percent of the arable land, the Uzbek SSR -- 60, the Ukraine -- 47.7 and in the Belorussian SSR -- 40 percent. Purposeful work is being carried out in Belgorod, Orel, Sverdlov, Cherkassy, Surkhan-Darya and other oblasts in connection with the introduction of the contract method.

Noticeable improvements in the introduction of the collective contract are being observed in livestock husbandry. In 1984, there were twice as many brigades and teams operating on a contractual basis in this branch than there were in 1983. At the same time, it bears mentioning that the collective contract is spreading much more slowly in livestock husbandry than it is in field crop husbandry. In 1984, the contractual collectives of kolkhozes and sovkhozes serviced only 10 percent of the cows, 13 percent of the hogs and 36 percent of the sheep.

This is conditioned by a number of factors. The collective contract was introduced into livestock husbandry later than it was in field crop husbandry and thus it follows that less positive experience has been accumulated here. In a number of livestock husbandry sub-branches, particularly in dairy cattle husbandry, the introduction of the collective contract was more complicated owing to the fact that a greater number of organizational and technological production methods are being retained here, the farms differ substantially in terms of size, the farms are dispersed throughout the territory and so forth.



However, the collectives which operate on a contractual basis are achieving high operational indicators. Thus, at the Kolkhoz imeni Voronetskiy in Berestovitskiy Rayon in Grodno Oblast there is a dairy farm for 370 cows which operates on the basis of a collective contract. During 2 years of operation on a contract basis, the milk yield per cow increased from 3,424 to 3,882 kilograms. In Saratov Oblast, there are more than 100 multiple-skill teams operating on a contract basis. These teams raise feed and simultaneously fatten cattle. The output per worker for these multiple-skill teams has reached 19,000 rubles and this is 40 percent higher than that for other collectives.

Examples of effective work by brigades and teams which operate on a contract basis can be found on many farms in various zones of the country. Why is it that these collectives are achieving a higher degree of production efficiency in all areas? Actually, the "collective contract" form creates more favorable working conditions and it enables the workers to display their creative capabilities, since the permanent collectives of workers can retain for several years a definite amount of land, livestock facilities, livestock, equipment and other production resources. The collectives carry out practically all of the work concerned with the cultivation of agricultural crops and the tending of animals using their own resources. Here use is made of a collective payment for output and it is distributed by the participants themselves, based upon the personal contribution by each individual to the overall result. Under these conditions, personal responsibility for the use of fixed productive capital is eliminated and an increase takes place in responsibility and in the material interest of members of contractual collectives in carrying out the production tasks.

One of the most important principles underlying the work performed by contractual brigades and teams is the use of a collective payment for workers, based upon the quantity and quality of the products produced by them. In such a situation, the earnings are dependent only upon the final results of their joint work -- the cropping power of the fields and the productivity of the livestock.

The effectiveness of the collective contract is conditioned by other factors which are inherent in this form for labor organization and wages: the creation of subunits which are of optimum size; staffing them as a rule while taking into account the opinions expressed by brigade and team members; allowing independence in the solving of production problems and in the distribution for the regime for work and recreation. Here we have in mind not the creation of special conditions for the contractual brigades and teams, but rather the fact that more favorable conditions are created for raising production efficiency when their work is organized on contractual principles. Hence the collective contract is based upon the use of fundamentally new approaches for organizing production and labor.

A summary of the operational experience of kolkhoz and sovkhos subunits in many republics and oblasts, all of which were operating on the basis of a collective contract in 1983-1984, reveals that full use is not being made of the potential afforded by this progressive form for organization and wages. In some regions, insufficient attention is being given to the spread of the collective contract: only 13 percent of the arable land in Armenia is being worked by collectives

which operate on the basis of a contract, in Estonia -- 11.3 percent, in Latvia -- 14 percent, in Tajikistan -- 28.3 percent and in Georgia -- 29.3 percent.

There are many reasons for this. First of all, there are the economic factors. The material stimuli which prevailed up until the May (1982) Plenum of the CPSU Central Committee did not interest the workers sufficiently in converting over to the collective contract. Today these factors have been eliminated. However the new material stimuli are still not being utilized fully in a number of areas and thus they still are not exerting sufficient influence with regard to the introduction of the collective contract. On a number of farms in the RSFSR, the Ukraine and other republics, the farm leaders, in the interest of avoiding over-expenditures of the wage fund, are underpaying the contractual collectives the amounts due them for output and in no way can we agree with this.

The collective contract requires more efficient production control -- implementing improvements in intrafarm planning, organizing effective production relationships among the primary labor collectives within a farm, introducing correct normatives, correct organization of the intrafarm organizational structure and constant improvements in the administrative style and methods. In the case of a contract, all of this must be carried out in a more skilled, organized, creative and purposeful manner. "Our personnel" it was noted during a conference in Belgorod, "must possess a good knowledge of the economic methods employed in farm management. Basically new approaches are needed for organizing production and especially for wages".\*

Experience reveals that some farm specialists and leaders are not devoting adequate attention to the problems concerned with economics and production organization, they do not believe in the advantages offered by the collective contract, they are not studying leading experience and they are not undertaking measures aimed at converting brigades and teams over to use of the contract.

During a meeting in the USSR Minselkhoz /Ministry of Agriculture/ with brigades and teams which operate on the basis of a contract, the question was asked as to what additional measures must be carried out in order to achieve more extensive use of the collective contract. The response was unanimous. First of all, the farm leaders and specialists must be taught the methods required for organizing work on a brigade contract basis. This is borne out by the experience accumulated on the farms. On any farm where a subunit has been operating successfully on a contractual basis for several years, its introduction was carried out under the direct supervision of sovkhoz directors, kolkhoz chairmen and farm specialists.

However, it happens that some RAPO's /rayon agroindustrial associations/ become involved in introducing a contract in the absence of a well thought out plan. In a number of regions, the spread of the brigade contract is being held up by an inability to employ this operational form in temporary formations created on farms for carrying out individual types of work. Ideally, the group use of equipment should be combined with the work of permanent collectives to

---

\* "Kollektivnyy podryad na cele" /Collective Contract in the Rural Areas/. Moscow, Kolos, 1983, p 13.

whom land was assigned. The production of agricultural products must be based upon permanent intrafarm subunits. The harvesting, sowing and other detachments must be formed by including additional equipment and human resources in permanently active brigades and teams for the period of the more tense operations.

In regions of unstable farming, where because of objective natural conditions and identical labor expenditures during frequently recurring unfavorable years the farms obtain low yields and kolkhoz members and sovkhos workers are deprived of additional payments and bonuses for output, the introduction of the contract is being held up by imperfections in the existing material stimuli.

Another factor hindering the spread of the contract is the fact that the system for stimulating farm leaders and specialists interests them to only a weak degree in introducing it, since they receive official salaries, with the pay for workers being carried out based upon the final results and in conformity with the output volumes obtained, with only an advance being paid to them prior to this point.

Experience reveals that many kolkhozes and sovkhos are not using the coefficients of labor participation, which take into account the individual capabilities and work attitudes of members of contractual collectives and, as a result, the additional payments and bonuses are being distributed in an equalizing manner. Because of this fact, the contractual collectives on farms in a number of regions throughout the country are collapsing.

Nor has the legal basis for the contract method been resolved completely. It is based upon recommendations by the departments. For example, the time is at hand for developing general branch statutes for the collective contract. The farmers have many comments to make concerning a standard contract, which calls for obligations on the part of the parties involved but does not pinpoint responsibility for carrying them out. In the event of a deviation from a contract, a brigade sustains losses one way or another and the administration -- none whatsoever.

The leaders and specialist are obviously still not devoting adequate attention to this very important problem. Specific organizational work is often undermined by general discussions on the importance of the collective contract.

The experience of farms which are employing the principles of the contract method correctly reveals that it aids in raising the cropping power of fields and the productivity of farms and also in strengthening the farm economies. However, the introduction of the contract on farms in many krais and oblasts has not brought about an improvement in their operational indicators and in some instances these indicators even became worse. Thus, in 1984, the sugar beet and vegetable yields of contractual subunits at kolkhozes and sovkhos in Moldavia were lower than those of conventional subunits. At kolkhozes and sovkhos in the Georgian SSR, the corn fodder yields of contractual subunits were lower than those of conventional subunits and at sovkhos in this republic -- the vegetable crop yields. The vegetable crop yields of contractual subunits at kolkhozes in the Uzbek SSR, Azerbaijan SSR, Armenian SSR and the Turkmen SSR also turned out to be lower than those of conventional subunits.



At the present time, the situation is such that there are farms in all oblasts which have been achieving high production indicators since the introduction of the contract and yet at the same time there are many farms in each oblast which are making insufficient use of the opportunities afforded by the collective contract.

An analysis of the operational materials of contractual subunits reveals that one of the chief reasons for their low operational effectiveness in many instances is the use of a formal approach in organizing the work of the brigades and teams based upon the contractual principles.

Many examples could be cited showing how farm subunits became parties to a contract based only upon agreements between them and the farm management, despite the fact that the brigades and teams used and continue to employ individual piece work, with the machine operators being paid for the amount of work carried out. Such incidents have been noted in Mironovskiy Rayon in Kiev Oblast, Mirgorodskiy and some other rayons in Poltava Oblast and in a number of rayons in the Baltic, Belorussia and the RSFSR.

At times, the necessary organizational work is not carried out in connection with the introduction of the collective contract and all of the work is reduced to the formal conversion over to a contractual basis of brigades and teams, the production conditions of which are long established and by no means in keeping with the times. Moreover, quite often the number of workers in them is considerably in excess of that actually needed in accordance with the collective contract conditions.

In Cherkassy Oblast, for example in Chigirinskiy, Chernobayevskiy and some other rayons, there are many farms on which the contract is being employed successfully. However, there are also examples of another nature. At the Kolkhoz imeni Zhdanov in Zolotonoshenskiy Rayon, a tractor brigade consisting of 52 machine operators was converted over to a brigade contract. It has serviced and it continues to service two crop rotation plans -- field and feed -- on an area of 2,600 hectares. The brigade has eight tractor operators who are fully engaged in providing services for the farms.

The specialists of this farm state that the tractor detachment could be used as the basis for creating a subunit for servicing a field crop rotation plan and still another for servicing a feed crop rotation plan. In addition, a portion of the machine operators could be assigned for carrying out work on the farms. In such a case, the collectives would be of an optimum size. However, this problem is not being resolved.

Experience indicates that the greatest effect is being achieved by contractual brigades and teams, the members of which are engaged mainly in their own subunits. And still this very important condition is not being taken into account in a number of rayons. In Belorussia, for example, the members of 46 contractual brigades and teams are occupied less than 20 percent of their working time and in 322 brigades and teams -- less than 50 percent. Hence, their principal earnings come from elsewhere. In essence, these subunits cannot be considered as contractual elements.

The above also holds true for farms in Medvenskiy, Korenevskiy and some other rayons in Kursk Oblast.

In recent years, a clear program has emerged -- in many rayons the contractual brigades and teams are being assigned permanent tracts of land with appropriate crop rotation plans. This program is justified. As a rule, the yields and production efficiency are higher on lands worked by such subunits. The continued assignment of tracts of land to the contractual brigades and teams will promote stable increases in yields.

Unfortunately, there are still many so-called "migratory" teams roaming about the fields, in which the machine operators are occupied on their own fields for only 20-30 percent of their overall fund of working time. The payment for output in their earnings amounts to only 8-10 percent. They are not very interested in raising the cropping power of the fields.

An important prerequisite for successful work by contractual brigades and teams -- is the observance of contractual obligations, ensuring them independence in solving production problems, defining the work and recreation regimes, distributing the collective earnings and solving other problems associated with the life of the collective.

One of the most important operational principles of contractual brigades and teams is that of motivating a labor collective into participating in production administration. Experience reveals that workers fully manifest their capabilities, initiative and economic sharpness and they ~~strive to carry out~~ the production tasks only when they are aware of what it means to them in actual practice. In implementing the right of participation in production administration, as borne out by practical experience, a great role is played by the councils of the production subunits. Positive operational experience was accumulated by the council of the mechanized brigade of the Pobeda Kolkhoz in Berezanskiy Rayon in Nikolayev Oblast, headed by L.Ya. Shlemin. The council of this brigade resolves all of the principal problems concerned with interrelationships with the kolkhoz's administration, it analyzes the carrying out of the production program, it personally determines the amount of each advance, it hands down decisions concerning incentives and punishments and also discharges from the brigade or the acceptance of new members; it approves the schedule for vacation periods; it organizes the use of days free of work and so forth. In the final analysis, the success of the collective is dependent upon all of the above. The brigade operates in a rhythmic manner and in the absence of any need for rush work. Moreover, it is characterized by a high level of labor and technological discipline.

Unfortunately however, experience has shown that not all of the leaders are carrying out their contractual obligations in an efficient manner. Reports are being received from a number of oblasts indicating that some leaders are unjustifiably limiting the rights of their collectives, they are not supplying them with everything needed for normal activity and they are not abiding by the wage conditions. As a result, the conditions required for fruitful work by contractual collectives are not being created.

Thus, at the Borzinskiy Sovkhoz in Borzinskiy Rayon in Chita Oblast, the contractual agreements with shepherd brigades do not specify the indicators for



productivity, protection of the animals or for wages and the issuing of bonuses to workers. For example, it is pointed out in an agreement that advance payments will be issued in the amount of the wage rate prior to the output accounting and actually a piece rate wage is employed throughout the year for each head of livestock serviced. In such a situation, one can hardly expect a contract to be effective.

The use of a collective wage for workers, depending upon the quality and quantity of the products produced, and the distribution of earnings among the members of brigades and teams, depending upon the personal contribution by each one of them to the final result -- these are necessary principles for the creation and successful operation of brigades and teams which are operating on a contractual basis.

It is not enough in field crop husbandry to merely carry out a definite amount of work. All other conditions being equal, high yields are primarily dependent upon efficient observance of the technology, the schedules and the quality of the work being carried out. Thus a piece rate wage according to the individual work results of each member of a brigade or team, with regard to the volume of work carried out in contractual collectives, is unacceptable. It isolates a collective. Successful work by contractual brigades (teams) is largely dependent upon the correct selection of the form for issuing advances prior to output computations. In the case of a contract, use can be made of two types of advances: periodic or in the form of a collective piece-rate wage for a single order.

A collective piece-rate wage in accordance with a single order -- is a transitional form for the issuing of advances leading to a more improved one -- the periodic form. The piece-work wage for a single order must be computed for the volume of work carried out, not personally, for each machine operator, and for the entire collective for the entire volume of work carried out during the given period. This collective earnings is distributed among the members of the contractual collective in the manner established by themselves. Only upon these conditions can a collective piece-work wage for a single order be considered as acceptable for contractual brigades and teams.

Some leaders and specialists who advocate individual piece-work wages claim that periodic advances prior to output computations are generally unacceptable, since they believe that this inevitably leads to a reduction in the output of machines and in the labor activity of machine operators and other workers. However, life refutes these claims. In the collectives headed by V.Ya. Pervitskiy, Ye.A. Yakovlev, A.I. Gurina and many others, located in various zones of the country, periodic advances have been employed over a period of many years. Here the machine output is high, labor activity is good and there is a fine business-like atmosphere.

There is still another important aspect of advances -- the establishment of an advance for each member of a contractual collective. An advance should be established for each machine operator commensurate with his skill and the contribution he makes towards the overall final results -- the agricultural crop yields. It may be the only advance for all of the machine operators in a brigade or team or it may be a differentiated advance.

Here experience indicates that the country's leading farms are making the right decisions with regard to this complicated problem. Moreover, they are observing one indispensable condition: the collective plays a decisive role in selecting the principles for the distribution of earnings. In those areas where the machine operators possess roughly the same skills, they can themselves express a desire to distribute the earnings equally, making them dependent only upon the amount of time worked. In all other instances, extensive use will be made of the KTU /koeffitsiyent trudovogo uchastiya; coefficient of labor participation/. It is precisely the KTU that reveals the individual differences between workers and furnishes a complete evaluation of the labor contribution by each member of a collective with regard to the overall final result. In the process, those factors which affect the KTU must be objective and easily controlled by the collective.

Many examples can be found in a number of regions of Belorussia and the RSFSR of farm subunits which are listed as working on the basis of contracts, despite the fact that the brigades and teams employ individual piece-rate wages for their machine operators for the volume of work carried out.

A serious shortcoming associated with the introduction of a collective contract -- violation of the established wage conditions and recommendations. Attention should be focused on the defects in the system of establishing normative yields for the purpose of computing the rates for products. The recommendations for organizing cost accounting production subunits in field crop husbandry on a collective contract basis contain the statement: "When establishing the normative yields for agricultural crops, for the purpose of determining the output production norms, use should not be made of the mean-arithmetical value for the yields achieved during previous years. These yields must be established taking into account the technology employed, the fertilizer applied and other production conditions and also the available reserves for raising the yields.

Moreover, the output production norm must be established in a manner such that the output rate computed on the basis of this norm does not lead to excessive growth in wages compared to growth in labor productivity".\*

Unfortunately, these conditions are not being observed on farms in a number of rayons. At times, the normative cropping power is determined by a simple arithmetical division of the cropping power level for the past several years. Hence the unjustified expenditure of resources and the increase in production costs.

An over-expenditure of the wage fund is taking place in a number of areas, especially in livestock husbandry, owing to the maintenance of a staff of workers in excess of the norm. It often happens that the wage fund for a contractual collective increases with no consideration being given to the cropping power level achieved.

\* "Rekomendatsii po organizatsii khozraschetnykh proizvodstvennykh podrazdeleniy v rasteniyevodstve na kollektivnom podryade" /Recommendations For Organizing Cost Accounting Production Subunits on a Collective Contract Basis in Field Crop Husbandry/. Moscow, Kolos, 1984, p 11.

The incorrect use of material incentive measures is bringing about an unjustified inflating of wages. Thus, on a dairy farm of the Tregubovo Sovkhoz in Chudnovskiy Rayon in Novgorod Oblast, as a result of shortcomings in material stimulation, the wages of milkmaids rose by 7.2 percent and that of cow keepers by 17 percent, while milk production increased by only 6.5 percent and the production cost per quintal of milk increased by 4 rubles and 31 kopecks.

Compared to field crop husbandry, the organizational conditions for production are more diverse in livestock husbandry and thus greater attention should be given to the formation of labor collectives and to their material stimulation when introducing the collective contract on farms.

In subunits which operate on a contractual basis in livestock husbandry, wages are paid out according to the rates for the product (increase in meat, milk, wool, eggs, offspring and so forth). The rates for the products are established as a rule for a number of years. Prior to the final computation of the output, the wages for members of a contractual collective are paid out in the form of an advance. In branches where the products appear at the end of the production cycle (during the raising and fattening of cattle, in swine husbandry, sheep raising, fur farming and so forth), the issuing of advances is carried out periodically, based upon the wage rate. An advance is distributed at the discretion of the collective (council) of a brigade or team. In branches where the product is obtained constantly (dairy livestock husbandry, poultry egg production and so forth), the wages for workers must be paid out based upon quantity and quality and with no advances.

Experience indicates that a single rate for the products, for all categories of workers, must be established for the contractual collectives in livestock husbandry. This promotes unity among the collectives, an increase in responsibility for the work results, mutual control and increased interest in carrying out work concerned with the servicing of livestock with a fewer number of workers.

Unfortunately, the rates for output on some farms are established separately for the principal categories of workers and service personnel.

In contractual collectives, on farms where young cattle stock and hogs are maintained for fattening purposes, in poultry production and in sheep breeding, experience reveals that the establishment of unified rates for payments for output poses no special difficulty.

This work is considerably more complicated in dairy livestock husbandry as a result of the different milk production technologies. As is well known, in the absence of individual accounting for milk (milking of cows at milking sites of the type "Yelochka," "Tandem," "Karusel" and so forth), unified rates for milk are established for all categories of workers attached to a contractual collective.

Nevertheless, the experience of many farms indicates that in those areas where the individual maintenance of cows is continuing and where there are substantial differences in their productivity at one and the same farms, it is



more preferable to establish unified rates for a quintal of milk for the entire collective of a farm (brigade).

Where the cow productivity varies, use is being made of the KTU for productivity on many farms in the wages for milkmaids. As a result, the earnings of each milkmaid are directly associated with the amount of milk obtained and its quality. The earnings of other categories of farm workers are dependent upon the average milk yield for the farm and also upon the attitude towards the work, discipline and other indicators. The KTU is of assistance in isolating the differences between workers and in addition it furnishes a complete evaluation of the work contribution by each member of the collective towards the overall final result. Thus in those areas where over a long period of time livestock have been assigned on an individual basis to workers, use should be made of the KTU rather than changing this system, assuming the establishment of distributive relationships.

The collective contract is based upon fundamentally new approaches for organizing production and labor and the material stimulation of workers and upon creating the conditions required by them for labor and recreation. This is borne out by the experience of farms which are successfully introducing the principles of the contract.

Moreover, a great role is played by the leaders and specialists, since a great amount of thoughtful preparatory work is required. Indeed we are speaking here of the reorganization of human psychology. Some leaders do not possess sufficient experience or economic knowledge and they participate in this work reluctantly. When asked why the collective contract is not being introduced, they reply that they lack sufficient machine operator personnel. But this is the answer of leaders and specialists who have not analyzed the work of their subunits and who have not studied leading experience. Life points out still another factor. The requirements for machine operator personnel decrease with the introduction of a contract. Thus, in the brigade of L.P. Corbatenko, a well known machine operator at the Kolkhoz imeni Michurin in Vasilkovskiy Rayon in Dnepropetrovsk Oblast, the number of machine operators decreased from 35 to 16 following the introduction of a contract, with the arable land area remaining unchanged. Similar examples are to be found on other leading farms.

The collective approach and intrafarm accounting are inseparable. However, quite often they co-exist on a formal basis. The brigades and teams are provided with planned indicators and accounting and control over the carrying out of these indicators are carried out in a weak manner. In some republics and oblasts, the cost accounting tasks are delivered to the departments rather than to the brigades and farms.

The experience of leading farms reveals that the conversion of a kolkhoz or sovkhoz subunit over to a contract is not an easy task -- each one of them has its own production conditions. Thus, even though a contractual brigade of team on a neighboring farm is operating successfully, its experience should not be copied. Such experience should be studied in a creative manner before being adopted to one's own conditions.

The production technology must be developed taking into account the peculiarities of the farm. The expenditures of labor and material resources should be

determined for each brigade and team based upon the most acceptable technology for the particular case. Each farm must have its own rates for paying wages to the workers for the products obtained. The system for issuing advances to contractual collectives and for distributing the collective earnings for output, both components of the coefficient of labor participation, is determined taking into account the worker structure of farms, their skills and the status of labor discipline. The remaining questions concerned with the life of contractual collectives must also be resolved taking into account the conditions of their farms.

The introduction of the contract is being held up by the existence of many unresolved problems. At the present time, the wages of members of contractual collectives are directly associated with the quantity and quality of the products being produced. However, the workers are receiving only weak incentives with regard to realizing savings in the use of production resources. Interesting experience in material stimulation has been accumulated on a number of farms in the Lithuanian SSR, Stavropol Kray, Altay Kray and in Moscow and some other oblasts, where the wages for farm leaders and specialists are being tied to the quantity and quality of the products being produced.

The new conditions for material stimulation should be studied and generalized and thereafter recommendations for their practical use should be developed. The farms require recommendations dealing with the optimum size of the subunits and proposals on improving the system of advances and the distribution of collective earnings, effective methods for establishing the KTU and on progressive regimes for labor and recreation.

The operational results of contractual subunits should be analyzed thoroughly, while summarizing the leading experience and revealing the existing shortcomings. The agricultural organs, kolkhozes and sovkhoses are presently confronted with the task not only of increasing the number of contractual subunits but also of raising their operational efficiency considerably and achieving more complete utilization of the opportunities afforded by this progressive form for labor organization and wages.

COPYRIGHT: Izdatelstvo "Ekonomika". "Planovoye khozyaystvo". 1985

7026

CSO: 1828/226



LABOR

JURIST DISCUSSES PROCEDURE FOR SETTLING LABOR DISPUTES

Baku VYSTKA in Russian 7 Aug 85 p 3

[Article by L. Shakhbazova, Director of the ASPS [Azerbaijan Trade Union Council Judicial Clinics]: "Labor Disputes: Why Do They Arise?"]

[Text] Labor disputes are disagreements between workers and the administration of an enterprise which cannot be settled by direct negotiations between the worker or the employee and the administration, and which have become the subject of investigation by legally designated agencies.

Disagreements in the work place often arise regarding standards which have been established by legislation on labor, by collective and labor agreements, rules, by suggestions and instructions. They arise between individual workers or employees and the administration of enterprises, institutions or organizations.

What is the reason for a labor dispute?

One reason is ignorance of the law by individual work supervisors and by the workers themselves. In many cases, labor disputes arise because of inadequate organization of labor and production, bureaucratism and red tape, which are manifested in the illegal discharge and transfer of workers. Disputes arise from infringements made upon working hours and off-hours, etc. Sometimes the worker themselves, not being competent in questions of labor law, make unsubstantiated demands which are contrary to the law.

Workers whose labor rights have been violated and who do not know how to appeal administrative actions frequently send their letters, complaints and declarations to the editorial offices of national and republic newspapers and magazines. Newspapers and magazines, however, do not enjoy the legal privilege of restoring a worker's rights and are forced to send these letters through proper channels. In this regard, a worker or employee cannot have his dispute objectively resolved more quickly than in the prescribed manner.

According to Paragraph 1 of the Statute on the Procedure for Considering Labor Disputes, established by decree of the Presidium of the Supreme Soviet of the USSR on 20 May 1974, labor disputes between workers and the administration of enterprises, establishments and organizations are received by commissions on

labor disputes. These commissions are set up at the place of work. If the worker does not agree with the commission's decision, as the primary official arbiter of labor disputes, he has the right to a second case review of the dispute. This review takes place in the trade union committee of the establishment and also at the People's Court.

Only in exceptional cases are individual labor disputes first examined at the level of the People's Court or at a higher level.

Trade union committees should appoint members as their representatives to a commission on labor disputes. These members should know labor law, salary questions, have experience in the trade union and have authority and trust in the collectives. It is improper to appoint as representatives of the union members of the committee who fill a management position at the establishment. Because of their duties, these people often carry out the orders (instructions) about which the worker is complaining.

A commission on labor disputes should be created whether a dispute has arisen at the establishment or not. It should be formed immediately following the elections of the corresponding trade union committee. Representatives of the trade union (by decision of the trade union committee) and of the administration (by direction or instruction) are assigned to the commission on labor disputes for the union committee's term of office.

The organization and activity of the commission are based upon the principle of parity, i.e., equality of sides (administration and trade union). This principle is particularly expressed in the following: An equal number of representatives from each side are to take part in the sessions of the commission. Representatives of the union and administration take turns at each session filling the posts of chairman and secretary. The chairman and secretary during any given session cannot both be representatives of one side. The decisions of the commission are made by agreement by the representatives of each side.

According to Article 228 of the KZOT (Labor Code of Laws) of the Azerbaijan SSR (in the wording of the Decree of the Presidium of the USSR Supreme Soviet on 12 August 1983), workers and employees have 3 months to appeal to the commission on labor disputes. The period of 3 months begins after they become aware or should have become aware that their rights have been violated. Should the time of appeal pass for valid reasons, it may be reinstated by the commission on labor disputes. According to the statute on the order of reviewing labor disputes, established by Decree of the Presidium of the USSR Supreme Soviet on 20 May 1974, the commission on labor disputes is required to review disputes within a 5-day period starting from the day it received the appeal.

The commission's decisions, made in agreement by all sides, are binding and do not require further approval. The administration does not have the right to appeal the decisions and is obliged to carry them out. If the administration does not voluntarily put into effect a decision, a worker can appeal to the trade union committee, which can require that it be put into effect.

Precisely for the reason that the commission's decisions are binding on the administration, they should be categorically stated and not presented as some kind of petition.

In practice, there are still times when a commission on labor disputes accepts, reviews and complies with petitions of individual workers on questions which are beyond the purview of the commission. Examples of these questions are the payment of benefits, deductions from pensions, etc. In these situations, decisions taken by the commission are contrary to law. The trade union committees revoke such decisions by passing a resolution on their own initiative or through a protest by the public prosecutor.

If the administration and trade union members of the commission on labor disputes cannot reach an agreement in a dispute, the worker has the right to appeal to the trade union committee of the enterprise, institution or organization. This must be done within 10 days after a copy of the minutes of the proceedings of the commission has been delivered to him.

Individual members of the trade union, who receive a worker's complaint, do not have the right to review the dispute personally. They are obliged to review the declaration or complaint at a meeting of the trade union at which at least two thirds of the elected members of the committee are present.

For example, if the trade union committee is composed of nine elected members, it is competent to resolve labor disputes only when there are at least six members of the committee present at a meeting. In case individual members of the committee are not present because of having been discharged or expelled from the institution, the session is, until elections can be held, competent if two thirds of the remaining members are present. A resolution of the trade union committee, passed in violation of the indicated requirements, has no legal force.

If the worker does not agree with the resolution of the labor dispute passed by the union committee, he can appeal to the area (city) People's Court within 10 days after having received the trade union's decision.

Unlike the commission on labor disputes and the trade union committee, the courts are directly informed about the discharge of workers and employees by the administration. The courts are also informed of suits brought against workers to recover material losses they have caused the business.

Courts, however, do not have jurisdiction over labor disputes involving discharge by the administration of workers filling positions indicated in list No. 1 of appendix No. 1 in the Statute on the Procedure for Reviewing Labor Disputes. These disputes are reviewed by agencies higher up in the order of subordination. These decisions can also be appealed further in the administrative organs.

The courts also do not have the right to review labor disputes of workers whose duties are among those listed in List No. 2 of the same appendix, if the discharge took place on the basis of testimony acknowledged by the worker

regarding non-performance of assigned duties, or by not being elected to a new term. These are workers in scientific-research, design, project construction, and technological organizations, and in scientific-research subdivisions of institutions of higher education. As regards discharge from work by the administration for other reasons (for example, absenteeism, systematic non-performance of official duties, etc.), the discharge from work for these categories of workers is reviewed by the People's Court.

The resolution of the Azerbaijan CP Central Committee entitled "On strengthening the legal education and organization of universal legal education in light of the June (1983) Plenum of the CPSU Central Committee" requires study of the law right at businesses, institutions, and organizations and is to include all members of the labor force. Regularly increasing workers' legal knowledge will not only prevent labor disputes but will often decrease the appeals to higher party, council and trade union organs about problems which can be settled right in the labor collectives. This can be done by the active participation of union committee members and members of commissions on labor disputes, and if required with the assistance of general legal consultation.

Wherever labor disputes are not eliminated, trade union committees should continually analyze the reasons for the disputes and call to account those who violate the labor rights of workers and employees. For the basic function of the trade unions is the defense of the workers' labor rights.

12877

CSO: 1828/199



LABOR

ALL-UNION CONFERENCE OF LABOR ORGAN WORKERS REPORTED

Moscow SOTSIALISTICHESKIY TRUD in Russian No 4, Apr 85 pp 6-15

[Article by V. Shadrin, head economist of the USSR State Committee for Labor and Social Problems: "The All-Union Conference-Seminar of Workers in Labor Agencies"]

[Text] At the end of last year in Moscow there was the All-Union Conference-Seminar of Workers of Labor Agencies at which they discussed the tasks of the system of the USSR Goskomtrud [State Committee for Labor and Social Problems] concerning the implementation of decisions of the April and October (1984) plenums of the CPSU Central Committee and the instructions and points contained in the speeches of K. U. Chernenko and the decisions of the second session of the USSR Supreme Soviet of the 11th Convocation.

Participating in the work of the conference were: the deputy chairman of the RSFSR Council of Ministers, L. P. Lykova; the chief of the sector of the economic division of the CPSU Central Committee, B. G. Pashkov; an instructor of the CPSU Central Committee, E. I. Kamashev; the deputy chief of the labor division of the USSR Gosplan, Ye. P. Voronin; the deputy chief of the labor division of the AUCCTU, E. B. Minin, and a senior consultant of the Administration of Affairs of the USSR Council of Ministers, A. S. Kislov.

A report was presented by the chairman of the USSR Goskomtrud Yu. P. Batalin. He emphasized that our country is entering the final year of the five-year plan, a year of active preparation for the 27th Congress of the Communist Party. A most important feature of the plan for this year is the high growth rates of the indicators of intensification of production and, above all, labor productivity, which is quite predictable for only on the basis of their dynamic and steady increase will it be possible to successfully carry out the production, economic and social tasks of developed socialism.

Another principle feature of the plan is that it is intended to gain practically all of the increase in national income and industrial output and



all of the increase in the volume of construction work and transportation shipment through increasing labor productivity.

This task becomes especially crucial because of the demographic situation which has been created, which requires maximum improvement of the utilization of the existing labor potential. This problem can be resolved mainly by labor agencies, which are thus placed in a most important area of the socioeconomic and political work of the party and the Soviet state.

One of the main areas of the work of these agencies is the introduction of scientific organization of labor. They are called upon to considerably increase the influence of NOT (Scientific Organization of Labor) measures on increasing labor productivity. In 1935 as a result of these it is intended to increase labor productivity in industry by 1.82 percent instead of 1.4 percent which was earmarked for this year according to the five-year plan and the 1.36 percent which was planned for this year.

Moreover the increase in labor productivity as a result of all factors in industry should amount to 3.7 percent. This assignment, in the opinion of Yu. P. Batalin, is exceptionally difficult, but feasible. A study of the state of affairs at many enterprises and in many branches shows that progressive decisions in the area of labor organization are being introduced far from everywhere. Especially inadmissible is the fact that NOT requirements are not always taken into account even when constructing new and reconstructing existing enterprises, and labor agencies do not properly supervise this work. As a result there are frequent cases in which at new enterprises which are equipped with the most modern equipment the level of labor-intensiveness of products, because of backwardness in the organization of labor, are considerably higher than they are at analogous domestic and foreign enterprises.

In our view, said the chairman of the USSR Goskomtrud, it would be expedient to develop among local labor agencies a competition for overfulfillment of planning assignments for NOT. This will be our real and concrete contribution to the work for successfully completing the year and the five-year plan as a whole.

Another most important instrument for increasing the effectiveness of production is regular certification and streamlining of the work stations. In keeping with the decree of the CPSU Central Committee, in which the experience of the Dnepropetrovsk Combine Plant imeni K. Ye. Voroshilov is approved, an important role in the work for certification is assigned to the soviets of people's deputies. They should provide leadership and control over this work, which will contribute to better-substantiated formation of comprehensive plans for the socioeconomic development of the corresponding regions. At the same time local agencies should take measures for labor placement of people who are released from enterprises as a result of the certification and streamlining of work positions. They should provide for their prompt requalification and labor placement. The results of the certification should be placed at the basis of all activity for improving the management of labor resources and, above all, for substantiated determination of the limits on personnel and .pa

increased balance of the work positions and the labor force on the territory of the republic, kray or oblast.

Work in this area has been started recently in a number of regions of the country. Thus many labor divisions in the Ukrainian SSR, interacting with economic and planning agencies, are taking measures to disseminate the experience of the Dnepropetrovsk workers and are rendering methodological and practical assistance to the enterprises and organizations. About a million work positions have already been certified in the republic, and 570,000 of these satisfy modern requirements while the rest of them must be streamlined or eliminated. In keeping with the results of the certification approximately 13,000 work positions were eliminated. About 700,000 work positions have been certified in the RSFSR by now, and 93,000 of these are to be streamlined while more than 15,000 are to be eliminated. In 10 autonomous republics and oblasts local soviets and trade union agencies have approved measures for comprehensive certification and streamlining of work positions. In the Moldavian SSR, within the framework of the cities of Beltsy and Tiraspol, with the participation of labor agencies of the republic, a territorial system is being developed for balanced accounting and planning of work positions and labor resources. All republic, kray and oblast agencies for labor without exception must immediately study the experience that has been accumulated and promptly complete the preparation for the introduction of a system of certification and streamlining of work positions by 1985 at all industrial enterprises.

Yu. P. Batalin devoted a great deal of attention to the development and increased effectiveness of the brigade form of organization and stimulation of labor. He noted that the effect from its introduction is inadequate so far. When creating brigades in many cases there is a formal, campaign-like approach, and people are distracted by the quantitative side of the matter. The changeover to collective forms of labor is not always accompanied by the corresponding restructuring of technology, organization of production and labor, intraplant planning and stimulation. In industry only about 15 percent of the overall number of brigades are operating on the principles of cost accounting [khozraschet] and more than 60 percent of them are small, with less than 10 people in each.

All the necessary conditions have now been created in order for the advantages of collective forms of labor organization to be utilized to the maximum degree--the basic organization and methodological problems have been resolved, the necessary recommendations have been developed, and, finally, valuable experience in effective work of brigades has been accumulated in all branches and regions of the country. Labor agencies should resolutely follow a course toward increasing the effectiveness of their activity and eliminate obstacles which impeded the development of the new type of brigades. Experience in this type of work does exist already. For example, with the participation of oblast divisions, the corresponding measures have been developed by the Sverdlovsk, Gorkiy, Bryansk and a number of other labor divisions. Good initiative was exhibited by the division of the Omsk Oblispolkom which heard reports from the managers of a number of organizations concerning introducing and increasing the effectiveness of the work of brigades. The labor committee for Belorussia in conjunction with the republic Ministry of Light Industry has

developed branch recommendations for introducing and developing brigade cost accounting under the conditions of the economic experiment.

Local agencies should devote special attention to contract methods of labor and particularly the dissemination of these to the large organizational structures--sections, shops and productions. In order to accelerate the introduction of the contract and to reveal the optimal economic and organizational methods of increasing the effectiveness of production on the basis of this, the USSR Goskomtrud in conjunction with the AUCCTU, interested ministries and Novosibirsk Oblast organizations are conducting, as we know, the same kind of experiment at 45 enterprises and organizations of various branches of the national economy. On the whole the tasks set for the collectives participating in the experiment are being carried out successfully and the majority of contracting subdivisions have provided for high rates of growth of the volumes of production and labor productivity. Local agencies should carefully study the advanced experience of the contract organization of labor and take the initiative in the matter of extensive introduction of the collective contract in their republics, krays and oblasts.

Yu. P. Batalin emphasized in his report that the CPSU Central Committee is devoting a great deal of attention to the acceleration of scientific and technical progress and the improvement of control of it in all areas of the economy. At the present time the state of affairs with the introduction of new technical equipment is far from being what is required by life. State assignments reflected in this indicator from year to year are being fulfilled much worse than for any of the other indicators of the national economic plan. Less effective measures are frequently taken, and they have an insignificant economic effect and high expenditures.

Apparently one of the reasons for this situation is that we have not yet found an effective economic mechanism for stimulating scientific and technical progress and we are not sufficiently motivating scientific, design and technological organizations to increase the results of their developments nor are we motivating enterprises and organizations of the national economy to introduce them as rapidly as possible. All this means that labor agencies cannot stand apart from questions of scientific and technical progress. We are speaking primarily about reducing the use of manual labor and improving the conditions for labor. In the modern stage this problem acquires not only economic, but extremely great social significance. It is known that, as a rule, workers with a relatively low level of education and poor qualifications are the ones who are employed in manual jobs. At the present time from 30 to 60 percent of the overall number of workers in mass occupations involving manual labor--loaders, janitors, warehousemen, handymen, sanitation workers and so forth--are workers of pension and prepension age, and youth with a secondary education and increased demands for the content and conditions of labor are the ones who are entering into public production. If we do not accelerate the rates of mechanization sharply, even in the near future we will be unable to provide labor force for many work positions.

There are large shortcomings in the work for improving working conditions. Many enterprises are trying to obtain unjustified privileges and advantages



instead of conducting measures to facilitate working conditions and make them more healthful.

A number of economic experiments being conducted at the present time are directed toward accelerating scientific and technical progress, first and foremost the experiment for improving wages of designers and technologists at a number of large machine-building enterprises of Leningrad. The labor administration of the Leningrad oblispolkom is actively participating in this experiment. The experience of its work deserves the most careful study, the more so since at the present time the experiment has been extended to 48 organizations, and in the future these principles will be applied everywhere.

In the conclusion of his report Yu. P. Batalin discussed certain matters of principle which make it possible to resolve comprehensively and effectively the responsible and increasingly complicated tasks which are facing labor agencies. He reminded the audience that in addition to functions for efficient utilization of labor resources they should conduct a unified state policy in the area of labor, develop and implement organizational and economic measures for searching for and mobilizing reserves for increasing labor productivity, improving its organization and norm-setting, and improving working conditions, and provide for effective control over the utilization of the labor force at all enterprises, organizations and institutions that are located on the territory of the corresponding region, regardless of their departmental jurisdiction. Certain people think it is necessary to solve these problems with numbers and suggest increasing the staffs of the local agencies. Under modern conditions when administrative staffs are being reduced everywhere, nobody will make an exception for our system. Therefore we only have one path--to increase the efficiency of our work, to advance the skills of the personnel, to introduce new organizational forms and methods, and to complete an organizational restructuring in the shortest possible period of time.

The question of the inadequacy of the rights of local agencies is raised fairly frequently. But this is incorrect; their rights are extremely broad. Thus they can check on the state of affairs in the area of labor; from the results of the inspections they can give mandatory instructions for eliminating the shortcomings that are revealed; if necessary they can make suggestions concerning disciplinary responsibility of managers and other officials; they can invalidate orders and instructions that contradict labor legislation; they can hear reports and speeches from the corresponding managers, and so forth. All they have to do is utilize these rights fully.

Finally, as the chairman of the USSR Goskomtrud noted, all the new areas in the activity of labor agencies require, as they say, "breaking in" in practice. To this end it is necessary in each union and autonomous republic, oblast and kray to determine the base enterprises for all of the main areas of our work: certification and streamlining of work positions, introduction of collective forms of organization and stimulation of labor, mechanization of labor and improvement of its conditions, and so forth. In particular, labor agencies in Novosibirsk, Dnepropetrovsk and Leningrad oblasts could expediently conduct a seminar in the near future on the development of the contract form of organization and payment for labor, the introduction of a

system of certification and streamlining of work positions, and improvement of the organization and stimulation of the labor of designers and technologists.

There are many examples of advanced practice which is worthy of dissemination. For example, an effective system of monthly control of the work of backward enterprises and organizations has been developed and is being applied by labor agencies in Estonia. The Tajik SSR Goskomtrud has accumulated extremely positive experience in organizing in conjunction with the ministries of departments review competitions in the area of scientific organization of labor. The Lithuanian SSR Goskomtrud and the labor divisions of the Belgorod, Voroshilovgrad, Nikolayev and Kherson oblispolkoms are conducting active work for the introduction of the contract in agriculture.

At the same time in a number of oblasts, krays and autonomous republics labor agencies are working in the old way and are not dealing with the management of labor in the broadest sense. Thus, for example, the Goskomtrud of the Kazakh SSR and its labor agencies are too slow in restructuring their organizational work.

Yu. P. Batalin ended his report by saying that the course toward intensification, acceleration of scientific and technical progress, economy of material resources, highly productive labor in each work position and further improvement of the well-being of the people requires mobilization of the creative potential of all the people and all administrative units. Permit me to express my confidence that the workers of our system will make a worthy contribution to the implementation of this course and will exert all efforts, knowledge and experience for successful implementation of the tasks that have been set.

Work experience in this area was shared by the head of the division for labor of the Dnepropetrovsk oblispolkom, I. S. Kunitskiy. He noted that in order to accelerate the introduction of experience and to work out the specific features for the branch, the union and union-republic ministries have earmarked 30 enterprises located on the territory of the oblast as base enterprises and assign them a responsible task--to become the "training base" for the dissemination of this experience to all enterprises of the branch. The labor division systematically conducts work with these enterprises and directs them not only toward conducting certification at a high level, but also toward further improving it, and it also trains workers and renders methodological assistance. New initiatives and undertakings have appeared at a number of enterprises of the oblast.

For example, at the Dneprovsk Machine-Building Plant imeni V. I. Lenin there is mandatory certification of technological processes, which makes it possible to improve them systematically, to utilize modern means of control and to improve the quality of the products that are produced.

Sections and shops are certified in the "Southern Machine-Building Plant" Production Association imeni L. I. Brezhnev.

At the Dnepropetrovsk Plant for Metallurgical Equipment they have switched from certifying work positions to monthly certification of brigades, which



makes it possible to determine the possibility of fulfilling plans and the given rates of increasing labor productivity.

At the present time a review-competition is being conducted in the oblast for the best certification of work positions, and moral and material stimuli have been clearly determined for the achievement of high final results. The indicators of the work for certification have been included in the socialist commitments of the labor collectives.

The divisions for labor in conjunction with scientific organizations, under the leadership of the party obkom, is developing a program called "certification" up to the year 1990, which will be a constituent part of the program "labor" and will be based on the introduction into production of its assignments and developments.

The implementation of these and other measures earmarked during the course of the certification made it possible in the oblast industry alone to eliminate about 4,000 work positions, to dismantle 3,200 units of outdated and less productive equipment, and to transfer more than 4,000 people to other sections.

During the past 2 years the number of enterprises that have not fulfilled assignments for increasing labor productivity has decreased to almost one-fifth. For the first time in recent years they have provided for a normative ratio between the rates of increase and labor productivity and wages.

The experience in creating a territorial system of balanced work positions and labor resources within the framework of an economic rayon (Beltsy) was discussed by the chairman of the Goskomtrud of the Moldavian SSR, T. I. Yakubovskiy. He noted that the system includes all the able-bodied population of the city. Data concerning the working and nonworking population have been fed into the memory of a computer. On the whole the system solves the following problems: it qualifies all existing work positions according to professions; determines vacant work positions according to professions; makes it possible to eliminate unsubstantiated creation of new work positions or to unjustifiably increase the number of workers at enterprises; and it provides for correspondence between the limits of numbers and the existing certified work positions.

At the present time in order to develop balance amounts of the need for the labor force and sources of satisfying it and also processing information on the computer, all professions are coded and a reference book has been prepared which reflects 374 occupations of skilled workers, 28 less skilled workers, 92 engineering and technical workers, 51 employees, seven junior service personnel, 17 occupations for workers in defense, and so forth.

On the initiative of the Georgian SSR Goskomtrud, for the first time in the republic in the city of Poti beginning in the first quarter of 1984 work was started for certification and streamlining of work positions. As was emphasized by a speaker at the conference, the chairman of the Poti Territorial Association, V. N. Tikhov, the system of regular certification of work positions is to become an effective mechanism for city management

agencies to affect regional utilization of labor resources and fixed capital. The preliminary results of this work have shown that more than 200 work positions are to be eliminated and 600,000 rubles' worth of unloaded equipment was revealed.

The certification has advanced one common problem--the organization of the manufacture of supplies and equipment. In certain ministries and departments, especially the union ones, there are possibilities are producing it, but they will not be able to satisfy all who desire it. Obviously it is necessary to take emergency measures for otherwise many recommendations will remain only on paper. For example, we discussed this problem at our council and decided to begin the construction of a plant for producing technological fittings on a shared basis with associations and enterprises of the city. The plant will be directly under the jurisdiction of the territorial interbranch association and will provide fittings for enterprises regardless of their departmental jurisdiction.

The speech of the chairman of the Goskomtrud of the Estonian SSR, V. N. Konstantinov, was devoted to conducting measures for reducing manual labor in industry. He noted that active work on the part of the ministries and departments, enterprises and organizations for realizing the republic program for reducing manual labor and strict control on the part of the committee made it possible by the beginning of last year to reduce the proportion of workers employed in heavy manual work to 36 percent.

The republic comprehensive target program which is now being developed for reducing the manual labor and increasing its productivity will be based on the results of the certification of work positions and manual jobs which was conducted in 1984, and this will make it possible to considerably accelerate the rates of reduction of the use of manual labor in the republic's industry.

Speaking about the tasks of labor agencies in exercising control over the work of the ministries, departments, enterprises and organizations for implementing a statewide policy in the area of wages, the chief of the division of wages of the USSR Goskomtrud, R. A. Batkayev, noted that certification and streamlining of work positions makes it possible not only to reveal and utilize reserves for increasing labor productivity, to expediently improve its conditions, and to provide for balance in work positions and the availability of labor resources, but also to create conditions, if one may put it this way, for "making healthy" the organization of the payment of labor through improving its norm-setting and expanding brigade forms which include payment according to the final result.

In a number of the speeches the attention of those in attendance was concentrated on the participation of labor agencies in conducting economic experiments. The forms and methods of their participation in the large-scale economic experiment for expanding the rights and increasing the responsibility of production associations and enterprises for the results of their work were discussed by the chief of the consolidated division for labor and social problems, L. E. Kunelskiy. He emphasized that the large-scale economic experiment for 1985 has been considerably expanded. The experiment will be adopted by a total of more than 2,300 enterprises of various branches of

industry. As for enterprises of union jurisdiction in which the experiment is being conducted, they are located in literally all of the republics, krays and autonomous republics of our country. Therefore a broad field of activity in the area of introduction, control and analysis of the results of the experiment is being opened up for all local labor agencies.

What is our direct work for carrying out the experiment? It is important for the experiment in improving the economic mechanism to help to solve more effectively our various labor and social problems. Take, for example, such important issues as certification and streamlining of work positions and sharply reducing the application of manual labor. It is precisely under the conditions of the experiment that the most favorable possibilities are created for the associations and enterprises to carry out these tasks. The fund for the development of production is expanded significantly at these enterprises. The enterprises can receive the corresponding bank credit for technical reequipment of production. In a word, our most important task is to take advantage of the experiment in order to solve these problems.

The chairman of the Lithuanian SSR Goskomtrud, D. P. Gaygalas, discussed the unsolved problems which reduce the effectiveness of the results of conducting the experiment in the republic's local industry. He noted that stimulating highly productive labor has involved mainly engineering and technical personnel and employees. The number of workers in this category for whom implements for high skills has been established has increased to 61 percent.

As inspections conducted by the committee showed, additional incentives for engineering and technical personnel and employees are not always provided taking into account their concrete contribution to the final results of the work. Apparently scientific research institutes for labor should determine the criteria for establishing increments and additional payments. It is also necessary to solve this problem: how to motivate the brigades to work with pure numbers of personnel? In the system of the Ministry of Local Industry these brigades comprise only 6 percent of the overall number. This is explained by the fact that bonuses paid for work with a fewer number of workers are insignificant. As a result of the savings on the wage fund workers are given a 10-percent bonus, while at the same time the bonus for combining occupations is 50 percent. Moreover, the reduction of the number of workers in the brigade, as a rule, leads to an overfulfillment of norms which, in turn, sometimes causes a revision of the norms and a reduction of the rates. Therefore the managers of the enterprises themselves are frequently not interested in reducing the number of workers because of the still-existing practice of planning from what has been achieved. In the opinion of the Lithuanian SSR Goskomtrud it would be more expedient to establish stable output norms for the longer period and to revise them only when there is an objective need.

The chief of the administration for labor of the Leningrad Oblast and city ispolkoms, A. P. Solovyev, shared their experience in the participation of management in conducting the experiment on the new principles of organization and payment for the labor of designers and technologists in machine-building associations of Leningrad. He emphasized that the year and a half that have passed since the beginning of the experiment have revealed its positive



aspects. All of the associations have completed a number of important technical developments ahead of schedule. Previously existing normatives have been revised and new ones have been introduced for labor expenditures for design and technological jobs. Assignments have been overfulfilled for reducing material-intensiveness and labor-intensiveness. There has been an essential increase in the production of products of the highest quality category. Moreover the number of workers in design and technological subdivisions has decreased by 13.6 percent.

The application of the mechanism of increments and bonuses has made it possible to increase the effectiveness of the work of engineering and technical personnel and their responsibility and interest in the final results of their labor as well as to change their attitude toward the utilization of working time. There has been a sharp reduction of labor turnover in all of the subdivisions. The savings on the wage fund during the period of the experiment which came about as a result of released workers and vacancies and also from other sums, reached 1.5 million rubles, two-thirds of which were used for material incentives for participants in the experiment.

At the same time repeated inspections and conversations with specialists show that the rights and possibilities that have been granted can be utilized more effectively. The existing mechanism for bonuses and increments is still directed to a considerable degree toward solving current problems which face the collective (reducing labor-intensiveness and material-intensiveness, eliminating "bottlenecks," and so forth). At the same time it is still not sufficiently coordinated with the fulfillment of the main tasks--raising the technical level and improving the quality of the machines and equipment that are created. Individual managers of subdivisions still do not quite clearly understand the goals and tasks of the experiment and consider it only as a means for increasing wages. As before, in certain subdivisions bonuses are granted to workers without sufficiently accounting for the personal contribution of each one.

The participation of the labor division of the Chelyabinsk oblispolkom in the organization and conducting of the experiment for enlisting additional workers, engineering and technical personnel and employees for work in their free time aware from their basic job under the conditions of combination of occupations was discussed by the deputy division chief, V. A. Kochergin. According to data from the division, as of 1 October 1984 78,000 people and more than 200 enterprises were participating in the experiment. Of the overall number of people who were combining occupations 69 percent were workers, 20 percent--engineering and technical personnel, and 11 percent--employees. The basic motivation to work with combined occupations, as the analysis showed, is material incentives. The majority of people who are combining occupations (87 percent) are family people and more than half of them of earnings of up to 150 rubles. About 20 percent of the people combining occupations worked in basic production. The results of the investigations show that the experiment contributes to fulfilling the production program of the enterprise and is effective for performing piece-rate work (installation, removal and adjustment of equipment, repair of production, living and residential premises) which was conducted by the people with combined occupations quickly and well without enlisting workers from the



basic production. The experiment also makes it possible to solve the problem of junior service personnel.

The chief of the labor division of the Novosibirsk oblispolkom, A. K. Shinkarenko, noted in his speech that the tasks set for the experiment, which began on 1 January 1984 at 45 enterprises and organizations of the oblast, for applying the collective contract and extending it to the larger structural subdivisions of production are basically being carried out successfully. The majority of the subdivisions have provided for high rates of increase in labor productivity. Of the 30 collectives whose indicators can be compared with the indicators of the corresponding period of 1983, 14 have increased labor productivity by 12 percent and more. At the same time it should be emphasized that for the experiment, as a rule, they selected subdivisions which regularly either failed to fulfill planning assignments or were "bottlenecks" at the enterprises.

The collective contract increased the solidarity and organization, helped to strengthen labor discipline, improved the mutual replaceability and mutual advantage, made it possible to achieve high technical and economic indicators in the work, and revealed hidden reserves. Typical in this respect is the work of the fittings shop of the Novosibirsk Construction Combine. For a long time this was a backward shop at the enterprise, but the picture changed sharply when it was changed over to the collective contract. Labor productivity increased by 22.5 percent. The number of workers who combine occupations almost doubled.

Working under the conditions of the collective contract, other enterprises also achieved considerable success. The subway construction workers overfulfilled the assignment for increasing labor productivity by more than 40 percent. At galvanizing Section No 34 of the Elektrosignal Plant, within the boundaries of the assignment for reducing the labor-intensiveness of products, the collective revised 689 time norms or one-fifth of them. On the Morskoy Sovkhoz, while revising the normative for wages, the norms for production of milk were increased by 18.5 percent as compared to 1983. There was no overtime work in a number of the subdivisions.

The speech of the first deputy chairman of the USSR Goskomtrud, L. A. Kostin, was devoted to questions of improving the utilization of labor resources. One of the important areas in solving these problems, he noted, is improving the training and increasing the qualifications of personnel in production. This work has been expanded recently and is becoming very important. In 1983 3.5 million people were trained in production, 1.5 million skilled workers were retrained, more than 2 million mastered second occupations, and 12 million increased their qualifications.

At the same time he emphasized that one of the important sources of planned provision of the national economy with skilled personnel is the general educational school. The USSR Goskomtrud, the USSR state committee for professional education, the USSR Ministry of Education and the AUCCTU has developed a temporary list of occupations for which schoolchildren will be given professional training. It includes 760 various occupations, and for 640 of them the training will be completed in the schools and culminate with

examinations. Labor agencies in conjunction with other organizations must carefully study this issue and select from the list those specific occupations for their region and for each school.

Regarding the question of the creation of a statewide system of occupational orientation L. A. Kostin said that at the present time they are preparing documents which regulate occupational orientation work and they are studying and gathering together the existing advanced experience both in the country and abroad.

The Uzbek SSR has interesting experience in this area. This was discussed by the head of the Office of Occupational Consultation and Occupational Selection of Youth under the Uzbek SSR Goskomtrud, A. V. Tsoy. Work here is being conducted in seven directions. They include occupational consultation, occupational selection, occupational studies, increasing the skills of personnel, occupational orientation and so forth. During 5 years the office has introduced into practice the developments of the USSR Goskomtrud, the USSR Minvuz, and the USSR Academy of Pedagogical Sciences. The work of the office has already produced a large economic effect.

Positive tendencies have been noted in the utilization of labor resources in the country in recent years: labor turnover has increased, losses of working time have been reduced, and enterprises and construction sites are better provided with labor force. As the deputy chief of the labor division of the USSR Gosplan, Ye. P. Voronin, noted in his speech, labor agencies deserve some credit.

At the same time he emphasized that efficient utilization of the country's labor potential remains, as before, a most important task. This pertains first and foremost to substantiated planning of the limits of the number of workers and employees throughout the territory of the country which, in 1986, will be approved in the five-year and annual state plans in the cross-section of the union republics.

Ye. P. Voronin also pointed out the inadmissibility of a situation in which labor agencies give permission to locate new construction without taking into account the available labor resources and without offering a guarantee of providing the new construction sites with labor force.

Also speaking at the conference were: the director of the VNM of the Center for NOTIUP, A. A. Prigarin--"On the Tasks of Labor Agencies for Implementing the Program for the Development and Increased Effectiveness of the Brigade Form of Organization and Stimulation of Labor in Industry"; the deputy chief of the agricultural division of the USSR Goskomtrud, V. A. Chupeyev--"On the Interaction of Labor Agencies and Oblast (Rayon) Agroindustrial Associations"; the deputy director of the Scientific Research Institute of Labor, S. A. Vorkunov--"On the Most Important Areas of Scientific Research of Branches of the Scientific Research Institute of Labor and Increasing the Effectiveness of Their Work"; the chairman of the Goskomtrud of the Bashkir ASSR, M. Kh. Faktullin--"On the Work of Labor Agencies of the Republic for Realizing the USSR Law on Labor Collectives and Increasing Their Role in the Management of Production"; the chairman of the Goskomtrud of the Azerbaijan SSR, A. G.

Kerimov--"On the Work Experience of Labor Agencies of the Republic in Organizing Agricultural Resettlement of Families to the Regions of Siberia and the Far East"; the chief of the labor division of the Khabarovsk kray ispolkom, F. F. Vezrushko--"On the Work of the Labor Division for Organizing the Reception of Resettled Families From the Union Republics"; the chief of the labor division of the Eastern Kazakhstan Oblipolkom, P. P. Prokopyev--"On the Work of the Labor Division for Searching Out and Mobilizing Reserves for Increasing Labor Productivity and the Branches of the Oblast National Economy"; the head of the labor division of the Odessa oblispolkom, A. V. Radetskiy--"On the Labor Division's Organization of Control Over the Implementation of the Oblast Special Target Program 'Labor'"; the head of the labor division of the Gorodno oblispolkom, V. G. Rybachonok--"On the Joint Work of the Labor Division With Party and Soviet Agencies, Public Control Agencies and Trade Unions for Increasing the Effectiveness of Labor in the Oblast National Economy"; the head of the Bureau for Labor Placement of the Population in the City of Novopolotsk, M. M. Gmatyuk-Muravyeva--"On the Organization of the Work of the Labor Placement Bureaus Under the Conditions of the Experiment for Creating a System of Accounting for the Movement of Labor Resources in the City of Novopolotsk"; the chief of the Public Labor Placement Buro under the Goskomtrud of the Tajik SSR, Sh. N. Sharipov--"On the Work of Labor Agencies of the Republic in Public Production."

COPYRIGHT: "Sotsialisticheskiy trud": Izdatel'stvo "Transport", 1985

11772

CSO: 1828/167

## LABOR

### RATIONAL UTILIZATION OF LABOR RESOURCES IN CENTRAL ASIA

Moscow PLANOVOYE KHOZYAYSTVO in Russian No 5, May 85 pp 99-104

[Article by S. Ziyadullayev, chairman of SOPS [Council for the Study of Productive Forces], UzSSR Academy of Sciences, UzSSR Academy of Sciences academician, and R. Ubaydullayeva, deputy director of IE [Institute of Economics], UzSSR Academy of Sciences, doctor of economic sciences, professor, under rubric "Labor Resources and Labor Productivity": "Vitaly Important Problems of the Efficient Use of Labor Resources in Labor-Supported Regions (Based on Materials Pertaining to the Central Asian Republics)"]

[Text] In order to implement the important social and economic tasks that are confronting our country -- the intensification of production, the further development of the material sphere and the nonproduction branches, the reduction of the differences between mental and physical labor, the more complete satisfying of the public's growing needs, and the improvement of the living and working conditions for Soviet citizens -- a factor of great importance is the increase in the effectiveness of the use of labor resources.

When developing the measures aimed at improving the use of our country's labor potential, it is necessary to resolve a series of economic and social questions, and primarily the regional problems of demographic development, questions of complete and effective employment rate, problems of the use of the labor performed by individual categories of the population in conformity with their aid, level of proficiency, sex, etc.

At the present time, with a reduction in the growth of the labor resources and, practically speaking, the complete exhaustion of the reserves in the individual-labor sphere in most of the areas of our country, the path that is becoming the basic one is the intensive path of development of the economy, on the basis of scientific-technical progress. This also pertains to the Central Asian republics. However, the peculiarities of the demographic and social development of those republics also determine in them certain specifics in the problem of the use of labor resources.

The Central Asian republics possess considerable labor resources, which are rapidly increasing. In 1984 the population of the Central Asian republics surpassed 28 million persons, that is, it more than doubled as compared with 1959, with its average annual increase being 3.0-3.2 percent. During the same



period the entire population of the USSR increased by 208.8 million persons to 273.8 million persons, or a total of 30 percent. High rates of population increase are expected in the indicated republics in the long-term period as a result of the preservation of a more considerable level of the birth rate than prevails in the country as a whole.

An analysis of the demographic processes occurring in the Central Asian republics at the present time and expected in the long-term period indicates that there is a large labor potential there, and consequently, social production can develop at accelerated rates by increasing its intensity and by involving additional manpower in it, that is, on the basis of a combination of the use of the intensive and extensive factors. This peculiarity has an effect upon a number of problems of guaranteeing the efficient employment rate of the population in the Central Asian republics.

The first and chief problem is the achievement of a branch and territorial balance between the number of work stations being newly activated and the availability of labor resources. The resolution of this problem must be carried out, in our opinion, in two directions.

The first is the more complete use of the rapidly increasing labor resources in the republics themselves, the broader involvement of them in the areas that are being newly assimilated, in the new enterprises that are under construction, and also, primarily, in the industrial branches and the nonproduction sphere in small and medium-sized cities, urban settlements, and in rural localities, where, at the present time, there is still a shortage of skilled cadres of workers.

As a consequence of the high rates of increase in the labor resources the region has opportunities for the accelerated development of many branches of material production, and the further deepening of specialization in the production of the most labor-intensive types of output. However, when working out the measures to implement these opportunities, it is necessary to take into consideration the substantial territorial differentiation with regard to the rate at which the national economic is provided with labor resources and the degree of effectiveness of their use. In addition to individual rayons where there is high population density (up to 335 inhabitants per square kilometer) and the available labor resources are being used incompletely, there exist insufficiently populated territories, the intensive economic assimilation of which require the attraction of additional cadres of workers. Thus, it is necessary to redistribute the labor, financial, and material resources within the republics themselves.

The second direction in resolving the problem of balancing the work stations and the labor resources is the redistribution of the cadres of workers into the areas of the country where there is a labor shortage. When carrying out such measures it is important to take into consideration the fact that the Central Asian republics, especially the areas being newly assimilated in Uzbekistan, Tajikistan, and Turkmenia, as well as individual areas in Kirghizia, are currently experiencing a definite shortage of occupationally trained cadres and specialists. Consequently, we can discuss basically the labor resources that have not been occupationally trained for use in industry

or the other nonagricultural branches. In this regard it would be extremely effective, in our opinion, to carry out interbranch cooperative efforts in training and using cadres of workers.

In recent years the shifting of the labor resources from the Central Asian republics to the areas of our country where there is a labor shortage, especially to the areas along the BAM [Baykal-Amur Mainline] and the Nonchernozem Zone, has increased considerably. There have been progressive changes in the dynamics of the overall mobility of the labor resources of the Central Asian republics. For example, in UzSSR the size of the population increased during 1970-1979 by 30.4 percent, but the number of persons who changed their place of residence increased by 2.5 times, and the share of the population of the basic nationality -- Uzbeks -- who changed their place of residence during the two years before the most recent population census tripled. According to data provided by UzSSR TsSU [Central Statistics Administration], in 1978-1979 in Uzbekistan 50,000-60,000 persons annually migrate from rural areas to the city. The share of the population in the indigenous nationalities in Central Asia in the migratory flows has been increasing to a greater degree at the expense of the inhabitants in the rural localities.

Thus, at the present time the level of the territorial mobility of the labor resources in the Central Asian republics is rather high. However, a problem that continues to be an important one is the increasing of the effectiveness of that mobility and the use of labor resources.

When developing measures aimed at increasing the effectiveness of the use of labor resources in various regions of the country, it seems to be important to resolve the question of the existence of areas that have a surplus of labor and those that have a shortage of labor.

We share the point of view of those scientists who consider that the concepts of regions that "have a surplus of labor" or that are "labor-supported" are relative ones<sup>1</sup>. Those concepts have become rather widespread both in the practice of planning and in scientific publications. And yet, in the so-called regions with a surplus of labor there exists a manpower shortage on vast territories and in individual branches. For example, 33 percent of the labor resources are concentrated on 80 percent of the territory of Uzbekistan, including 30 percent on 6 percent of the territory. A similar situation exists in the other Central Asian republics. The assimilation of new land in those republics will require a considerable amount of manpower.

The existence of labor-supported regions or those with a shortage of labor attests, to a definite degree, to the lack of balance in the branch and territorial development of the productive forces.

In order to increase the effectiveness of the use of labor resources in the Central Asian republics themselves, it is necessary to guarantee the accelerated development of the productive forces, primarily the industrial branches. The region is rich in mineral raw-material and fuel-and-energy resources. Central Asia has large concentrations of nonferrous and rare metals (copper, tin, zinc, lead, tungsten, mercury, antimony, etc.), chemical raw

materials (phosphorites, potassium salts, sodium sulfate, sulfur, etc.), and large reserves of natural gas and coal. KiSSR and TaSSR occupy one of the first places in the country with regard to reserves of hydroelectric resources. There are large reserves of raw materials for the building materials industry. There also exists the need to create in the region, in conformity with nationwide specialization, branches of industry that are oriented toward the manufacture of finished output. This will contribute to the more complete and more effective use of the available raw-material and labor resources, and to the attainment of a balance between production and consumption.

It will be necessary to accelerate the development of industrial production, primarily in its most labor-intensive branches (electrical-engineering, instrument building, light industry, footwear, garments, etc.), and this will considerably increase the number of jobs.

Taking into consideration the demographic peculiarities and the resettlement system that has developed, it is necessary, in our opinion, to limit strictly the construction of new enterprises or the expansion of the existing ones in major cities and to provide for moving them to the areas of Central Asian that are densely populated or that are being newly assimilated.

It would also be desirable to accelerate the construction, especially in small and medium-sized cities, of narrowly specialized small enterprises in various labor-intensive branches, as well as branches and shops of larger enterprises that are already in operation. This will make it possible to create the prerequisites for increasing the effectiveness of the use of labor resources and the more even placement of production. The enterprise branches must be small but technically well equipped. It would also be desirable to consider the question of granting additional rights and benefits to major union associations and enterprises that participate in the broad-scale economic experience, for organizing their branches and shops in the small and medium-sized cities in the Central Asian republics where considerable labor resources exists. According to our computations, in the small and medium-sized cities in these republics the guaranteeing of the efficient employment rate requires the creations of 50,000 additional new jobs.

A noticeable role in increasing the population's employment rate can be played by the accelerated development of local industry by means of the complete use of the available raw-material resources and production waste products, the expansion of the traditional artistic trades and the network of enterprises with the use of home labor (the production of decorative fabrics, jewelry-type decorations, various kinds of ethnic objects, toys, pottery, metal, wooden articles, etc.).

On the basis of the use of local raw-material resources (especially agricultural ones) there is the opportunity to create in Central Asia a nationwide base for the textile and fruit-processing industry.

The indigenous population chiefly seeks work in the light and food branches, as well as the electrical-engineering branch. There has been a considerably slower process of attracting the indigenous population into such promising



labor-intensive branches of industry as machine building, metal working, and the production of building materials. For example, in machine building in Kirghizia in 1983 the workers of the indigenous nationality constituted only 12.5 percent, which is 45.45 percent of the number of such workers in the food industry, and 38.46 percent of the number in light industry<sup>2</sup>. In this regard there arises the need for the accelerated construction of new PTU [vocational-technical schools] to train skilled cadres of workers for machine building and the production of building materials, and to increase there the number of students of the indigenous nationality.

The Central Asian republics have a high percentage of rural population, and therefore a problem that is taking on great importance is the problem of the redistribution of the labor resources among the production spheres and the branches of the national economy, and primarily the freeing of labor resources from agriculture and their efficient use in the nonagricultural branches and spheres.

During 1959-1980 in the USSR the rural population decreased by 10.5 million persons; agricultural production currently employs 20 percent of the population that participates in social production. But in the Central Asian republics, on the other hand, the size of the rural population increased during that period by 6.6 million persons, and the employment rate in agricultural production is 1.5 times greater than the average for the country. In agricultural production, labor productivity has been growing slowly and the expenditures of manual labor are being reduced insufficiently, and yet the degree to which labor in the agriculture of the Central Asian republics has been provided with funds has been increasing from year to year.

The problems of freeing labor resources from agricultural production, of increasing the labor productivity, and of reducing the use of manual labor must be resolved on the basis of the complete mechanization of all the production processes in agricultural production, and the increase and improvement of the occupational training of the national youth for labor in the nonagricultural branches of production. Taking into consideration the social and demographic factors, when redistributing the agricultural workers into the industrial branches and the services sphere it is desirable not to move them into the cities, but, rather, to create the appropriate conditions in the rural localities themselves by means of the preferential development there of the labor-intensive industrial production entities on the basis of local raw materials, as well as the expansion as part of the agroindustrial complex, in addition to the basic production, of refrigeration and warehouse management, packing-materials production, specialized transport, and the creation of factory outlets for the sale of agricultural output.

All these measures require the planned conversion of the large villages into urban-type settlements. This not only will make it possible to increase the economic effectiveness of the use of the labor resources, but also will contribute to improving the way of life of the rural inhabitants and to raise the cultural level in their everyday life.

An important condition in the efficient use of the labor resources in the Central Asian republics is the raising of their level of occupational



proficiency. In this regard special importance is attached to questions of the specialization of the educational institutions and their efficient placement. The raising of the level of the industrialization of the economy in these republics requires the involvement of the youth, and primarily the young people of the indigenous nationalities, in instruction at the PTU, institutions of high learning, and technicums for purposes of creating skilled cadres of workers and specialists for all branches of the national economy. The necessary prerequisites for this already exist. Young people aged 16-29 years constitute a considerable part of the population in the Central Asian republics, and the high percentage of young people will also be preserved in the long-term view.

The young people in the indigenous nationalities are typified by a high level of higher and secondary education, but the level of their special occupational training is still lower than the average indicators for the entire country. For example, whereas the average number of persons in the USSR who received training in the vocational and technical training system in 1981 was 92 persons per 10,000 of population, in Uzbekistan the number was 83; in Kirghizia, 88; in Turkmenia, 63; and in Tajikistan, 46 persons. In the Central Asian republics the preferential development must be assured for the vocational and technical schools that train skilled workers for the industrial branches and the services sphere, which have a shortage of cadres of workers. However, the task lies not only in expanding the network of vocational-technical schools and increasing the number of persons studying there. It is also necessary to carry out a definite reorientation of them, and especially the rural vocational-technical schools, toward training workers in the across-the-board occupations. In this instance the young specialists who have graduated from the rural vocational-technical schools could be used not only in agriculture, but also in industry, construction, transport, and in other branches in rural localities. It is extremely important for the volume of the graduating classes of workers in the across-the-board occupations to outstrip the needs of agriculture for qualified cadres. That would make it possible, on the one hand, to redistribute some of the rural youth to work in the industrial branches of the economy with a change in their place of residence, and, on the other hand, to use rural youth at enterprises in nearby small and medium-sized cities without changing their place of residence, and also at enterprises in the agroindustrial complexes.

A promising direction in raising the level of vocational proficiency in the labor resources of the Central Asian republics is interrepublic cooperative actions in training qualified workers, the effectiveness of which has been confirmed by the experience of the 1930's and 1940's, during which the national industrial cadres of those republics had only just been formed.

It is necessary, in our opinion, to support the recommendations made by certain scientists in the region concerning the concluding of contracts dealing with the instruction, at vocational-technical schools in the central and western parts of the country, of the national youth from the Central Asian republics, especially since the number of students seats at those vocational-technical schools frequently is not completely filled.

A factor of great importance to the national economy is the resolution of the problem of the efficient use of young specialists with secondary special and higher education. From among the graduates of the day departments of institutions of higher learning and technicums, from 15 to 20 percent arrive at work stations that do not require higher or secondary education. That attests to the need to determine the more correct proportions and to improve the planning of the training of cadres at educational institutions. In particular, it is necessary to accelerate the development of methods to evaluate the socioeconomic effectiveness of the education, and the influence that the raising of its level in the workers has upon increasing the labor productivity.

In order to improve the use of the labor resources it is also important to increase the branch mobility of the rural youth in the indigenous nationality. That would be promoted, for example, by the intensification of vocational guidance in rural schools toward the industrial and other nonagricultural specialities. It is simultaneously necessary to improve the quality of the Russian language instruction in the rural schools, and also to define an effective strategy for housing construction in the Central Asian republics with a consideration of families with a large number of children.

The increase in the mobility of youth would also be promoted by instructing them in the vocational-technical schools in the central and western parts of the country, the desirability of which was previously mentioned. In this way some of the young people could remain for a period of probationary work at the place of instruction, others could go out to new nationwide construction sites or to the areas where new land is being assimilated in the Nonchernozem Zone or Siberia, and still others could go back to where they came from. This practice would be a real aid to those regions of the country where a manpower shortage exists.

There arises the need for the further improvement of the mechanism of planning and administering the labor resources.

At the present time it is methodologically unreliable to determine the number of jobs by taking into consideration only the needs that individual branches have for cadres of workers. It is no less important also to take into consideration the population's needs for various types of labor. It is also necessary to keep in mind the demands of various social groups in the population, men, women, young people, retirement-age people, skilled and unskilled workers, etc.

The rates of the further socioeconomic development of the republics and regions should be determined, in our opinion, on the basis both of the rates of increase in the republic's or region's population and labor resources. This methodological approach will make it possible to take into more complete consideration the interests and capabilities of the entire national economy and the individual regions of the country, and also to create the conditions for the more rapid equalization of the levels of the social and economic development of the union republics.

At the present time there has been an intensification of the role played by the services sphere, the development of which, on the one hand, contributes to raising the population's standard of living, and, on the other hand, expands the limits of the employment rate of the labor resources in social production. In the Central Asian republics the level of employment rate in the branches of the services sphere approximately corresponds to the average nationwide indicator. However, the level of development of the services sphere itself is considerably lower than it is in other republics. In this connection, and also taking into consideration the demographic peculiarities of the Central Asian republics (high birth rate, families with a large number of children, etc.), there arises the need for the more accelerated development of its branches.

The expansion of the services sphere is of great importance for improving the structure of the population's employment rate. The lower capital-intensity of the work stations makes it possible to resolve effectively both the economic and the social questions of the use of the labor resources. In particular, greater opportunities are created for attracting into social production the women who are housewives or are employed in the personal-plot management, as well as retirees who want to work.

An important question, especially in the Central Asian region, where the demographic factors exert a considerable influence upon women's participation in social production, is the determination of the optimal, efficient employment rate for women. In socioeconomic literature one can sometimes encounter the opinion concerning the need to achieve the complete employment rate of women. It is difficult to agree with that point of view. One of the fundamental differences between socialism and capitalism consists in that the actions of the basic economic law of socialism, the socialist law of population, and the law of planned and proportional development determine the necessity of guaranteeing the efficient use of the labor resources, including the female labor resources. Social policy in our country is aimed at the creation of those conditions for women that guarantee the harmonious combination of their participation in social production and the execution of their maternal functions. In this connection one should consider not the complete employment rate of women, but the efficient employment rate.

The efficient use of female labor resources means the most desirable distribution of those resources between the personal and social sphere of labor, a distribution which corresponds to the economic and social interests of society, that is, guarantees, on the one hand, the steady increase in the economic effectiveness of social production and, on the other hand, the expanded reproduction of the population and the labor resources.

The high level of the birth rate and the existence of families with large numbers of children in the Central Asian republics substantially limit the opportunities for using the labor of women in social production. The number of mothers of large families in the USSR, women who have seven or more children and who receive monthly state support dropped during the 1970-1980 period from 711,000 to 586,000, or by 17.4 percent, but in UzSSR, for example, that indicator increased from 187,000 to 213,000, or by 13.8 percent, and in Kirghiz SSR, from 35,600 to 44,800, or by 25 percent. Most of the mothers of



four or more children also live in these republics. Women who are housewives or are employed in the personal-plot management, in addition, carry out a large amount of work on the farmstead plots to produce agriculture output that provides for the population's food-supply needs. For example, according to data provided by UzSSR Central Statistics Administration, the personal-plot management produces 48 percent of the vegetables, 52 percent of the melon crops, 46 percent of the meat, 29 percent of the grapes, and a large amount of the milk and fruit. Taking all these factors into consideration, it can be considered that the level of women's employment rate in social production at the present time in those republics is close to the optimal rate.

At the same time there are also certain opportunities for the more active attracting of women into participation in social production. More than half the number of mothers of large families express the desire to work at state enterprises and in institutions, so long as definite conditions exist -- the improvement of the rate of provision with children's preschool institutions, the availability of enterprises in the services sphere, especially the personal-services sphere, the possibility of working an incomplete work day, incomplete week, or at home.

Preferential labor conditions for women are still being used insufficiently broadly in the Central Asian republics. For example, in Uzbekistan a total of only approximately 16,000 women work at home. Yet, studies carried out at enterprises that produce articles permitting the application of work at home indicate the high socioeconomic effectiveness of that form of application of women's labor.

For example, at the Tashkent Objets d'Art Factory, production orders involving work at home are being fulfilled by more than 1000 women. For the most part these are mothers of large families in the indigenous nationality (each woman has from 5 to 10 children). The average earnings of the female home workers are as much as 150-170 rubles a month.

As has been attested to by a questionnaire conducted among the women working at home, the desire to participate in social production was evoked in them by the opportunity to improve the standard of living in the family, to become economically more independent, by the psychological satisfaction derived from working and communicating with the collective, and, finally, by the increase in the opportunity to instill in their children the practical work skills needed for socially beneficial labor and to develop in them a conscientious attitude toward labor.

In addition, the study has indicated that among the children of those mothers who are working at home the success rate at school is greater than for the children whose mothers are employed for a full work day at an enterprise; their illness rate is lower; and there are considerably fewer instances of undesirable social behavior.

Taking into consideration the raw material and natural resources of the Central Asian republics, as well as women's need to work at home, work done at home as an important form of the efficient use of women's labor resources in the long-term view must receive, in our opinion, accelerated development in



this region, especially in local industry. The economic effectiveness of the broader application of work at home is also influenced by the fact that the organizing of that work does not require any capital investments for the creation of work stations.

The involvement of mothers of large families in social production brings about the need to resolve extremely important socioeconomic problems. For example, according to data provided by a special sociological study that was carried out by us among 5000 rural women, the chief factors exerting an influence upon the results of their labor are the degree of their satisfaction with the cultural and everyday services, and the number of children. The factors were evaluated according to a point system: with an increase of the importance of the first-mentioned factor by one point, the individual output increases by 23 percent, and when the number of children increases by one, the individual output drops by 20 percent. With an increase in the degree of satisfaction with the work and the working conditions by one point, the individual output rises respectively by 17 and 5.8 percent. A substantial influence upon the result rate of women's labor is also exerted by the level of education, age, work longevity, etc. Thus, the results of this study attest to the fact that the creation of the necessary social and everyday conditions for working women and mothers is an important condition for increasing the effectiveness of the use of women's labor.

In order to render more efficient the employment rate of the population in the national economy, it is necessary to achieve a further improve of the mechanism of administering the process of distribution of labor resources. It is necessary to improve the statistical accounting of the population employed in the branches of the national economy, the number of students, and the number of persons employed in the household and in the personal-plot management.

The implementation of the task of increasing the effectiveness of the use of the labor resources of Central Asia and of guaranteeing their efficient employment rate will require the mobilization of the internal resources as a result of the intensification and improvement of the structure of social production, the increase of labor productivity, and the more complete and more efficient use of the natural resources and the accumulated production potential.

The effective resolution of the problems of using labor resources in the Central Asian republics also requires the further expansion of the scientific research carried out by specialists in various branches of science -- economists, sociologists, physicians, and psychologists.

#### FOOTNOTES

1. See, for example: V. G. Kostakov. "Sovershenstvovaniye planirovaniya zanyatnosti naseleniya v usloviyakh trudoobespechennykh rayonov" [Improving the Planning of the Employment Rate of the Population Under the Conditions of Labor-Supported Regions]. Tashkent, "Fan," 1984.

2. See: Ye. P. Chernova, "Aktualnyye voprosyratsionalnogo ispolzovaniya  
nationalnykh trudovykh resursov" [Vitally Important Questions of the  
Efficient Use of National Labor Resources]. Moscow, 1984, p 32.

COPYRIGHT: Izdatelstvo "Ekonomika", "Planovoye khozyaystvo", 1985.

5075

CSO: 1828/175

LABOR

BETTER USE OF TIME URGED IN CONSTRUCTION INDUSTRY

Moscow SOTSIALISTICHESKIY TRUD in Russian No 5, May 85 pp 56-63

[Article by Yu. Pak, deputy chairman, USSR Goskomtrud [State Committee for Labor and Social Social Problems, under rubric "NOT [Scientific Organization of Labor]: Labor Productivity and Organization and the Establishment of Labor Norms": "Work Time and the Organization of the Labor of Construction Workers"]

[Text] Time is our wealth. It is a material asset and, as the eminent Communist Party figure and major economist P. M. Kerzhentsev wrote at one time, it "is an asset of a completely special type, inasmuch as we can accumulate and save other assets, but time constantly flows and, with every second, slips away from our experience. Unused time is time that is lost irretrievably." Every day our country produces 417,000 tons of steel, and erects more than 300,000 square meters of housing. Other types of output are produced on a similar scale. With every passing year the importance of a minute of work time has been increasing, and one must not forget that.

Unfortunately, the losses of work time in our economic practice are still very large. They slow down the increase in labor productivity and cause a number of other undesirable phenomena (unevenness in the rate of production, disorganization in the payment of labor, etc.). These losses are especially detrimental to capital construction. Every year norm-research stations make photographs of 40,000-50,000 work shifts. Those observations show that the intrashift losses constitute 8-9 percent in construction. And it is typical that, throughout the past ten years, that value has been stable and has been equivalent to a situation in which, every day, approximately a half million workers are completely absent at construction-and-installation operations. Computations show that the reduction of these losses by only one-half would guarantee an increase in labor productivity in construction by more than 2 percent. Thus, practically speaking, what we are dealing with is the use of reserves, the increase in the beneficial duration of the work day.

What Goes Into Making the Losses

In order to reduce the losses of work time, it is necessary to know their nature and their causes. An answer to this question is also provided by the

norm-research stations. No less than 40 percent of the losses occur as a result of the lack of materials at the work stations, chiefly the lack of mortar and concrete. And the fault lies not in the absence of them at the warehouses, but only in the unorganized system of providing them to the work sites. Other factors are the unsatisfactory operation of the transportation within the construction site, the insufficient capacity of the concrete and mortar centers, and simply the lack of efficiency on the part of the responsible individuals. As much as 10 percent of the losses are the result of the lack of preparation of the work front as a consequence of maintaining a number of workers in excess of the norm and the lack of preparation of the work sites by the previous executors. Almost 20 percent of the losses occur as a result of violations of labor discipline: frequent smoking breaks, tardiness, premature cessation of work, etc.

There are still other causes: interruptions in the providing of energy; unfavorable meteorological conditions; shifts from one work station to another which have not been stipulated by the work-order assignment; and malfunctioning tools, machines, and machinery. According to data provided by many years of observations, idle-time periods of construction machinery, like idle-time periods of workers, occur because of the tardy delivery of materials, parts, and structurals to the work zone, and also because of the lack of energy and fuels and lubricants, transportation, the insufficient number of brigades, and the fact that the construction item has not been prepared. The idle-time periods constitute as much as 16 percent of the work shift, and their detrimental effect upon the organization of the operations and upon the economics of construction production is especially tangible.

All these are the obvious losses, but, as is well known, there also exist other ones -- the so-called hidden losses that express themselves in unproductive labor. They arise as a result of the incorrect location or warehousing of the materials at the construction site, violations of the technological scheme, lack of conformity of the materials, parts, and structurals to the construction plan or the GOST [All-Union State Standard], relatively ineffective labor methods, mistakes in the blueprints, changes in the construction plans in the process of work, the use of defective tools, etc. All this "erodes" approximately 7 percent of the work time. And although the hidden losses, as compared with 1975, have a clearly expressed tendency toward reduction, the damage that they cause is nonetheless extremely considerable.

In order to eliminate or to reduce substantially all the losses that have been listed, there is, practically speaking, no need for any special material or financial expenditures, but what is needed is the taking of decisive economic and administrative measures. Let us consider a few of them, which are linked with the elimination of the losses that occur at the points where technological processes come into contact with one another, when the workers in certain specialties drag out the execution of the operations assigned to them and thus delay the beginning of the subsequent operations by the workers in other specialties.

In a number of instances, when the work front is being turned over, one can detect shortcomings that require correction and, consequently, additional



expenditures of time. Losses of this sort, as has been indicated by practical life, are completely capable of being eliminated by means of the organizing of combined brigades that include workers of all the specialties necessary for executing a definite production assignment. The single goal, the collective material self-interestedness, the single leadership, and the possibility of shifting the available manpower, as has been attested to by many years of experience, almost completely eliminate the intrashift idle-time periods as a result of this problem.

It should, however, be emphasized that the organizing of combined brigades must not negate, as sometimes happens, the specialization that is an important factor in the increase of labor productivity. Therefore, as a rule, it is better to form this kind of brigade out of specialized links, which does not preclude the practice of the interchangeability of a definite number of the workers capable of performing related occupations that are similar in nature. In order for the brigade to work effectively and without losses, it must be consolidated. In this instance the brigade leader can shift the manpower with the purpose of eliminating any strained situations. Obviously, it is possible to consolidate only to an intelligent limit that makes it possible, on the one hand, to combine planning and material-technical supply in the brigade, and, on the other hand, to preserve the possibility of efficiently administering it. In addition it is necessary to guarantee the development of the complete-operation flow contract and the conversion of the brigades to cost accountability.

Practical life shows us that it is possible to achieve a saving of work time by improving the planning of the work performed by the brigades. In this process, two questions must be resolved. First, it is necessary to have a long-term (minimum of one year) production load for every consolidated brigade, and, consequently, it is necessary to prepare a list of objects and to define the amount of work time for each of them and the final result of that work. Secondly, it is necessary to preplan the material-technical supply and to prepare a schedule for delivering to the work station, by using the efforts and means of the production-technology outfitting administration, everything that is needed for fulfilling the established assignment.

The planned nature of the movement of the brigades at the construction site and especially the servicing of the work stations eliminates the losses that are linked with the lack of preparation of the work front and the brigade itself for the fulfillment of the next assignment, with the lack of knowledge of the blueprints, with waiting for the necessary materials and parts, or with their delivery in incomplete sets or in a manner that does not correspond to the established technological scheme. This kind of organization of labor requires a definite reorganization at the middle level of the construction control system. A consolidated cost-accountability brigade, as it were, assumes the functions of a construction-and-installation administration or cost-accountability sector. In this process one achieves a considerable saving of funds for the maintenance of the apparatus and a simplification of the structure of administration. An attempt to introduce this kind of organization of labor and administration of the construction process was made several years ago by a combine of Vinnitsapromstroy, UkSSR Ministry of Industrial Construction and it yielded splendid results. Unfortunately, the

valuable experience did not receive further development, and the ministry failed to show the proper concern for disseminating it.

It should be noted that the progressive organization of labor and material incentives can produce a tangible effect only in the event that order at the construction site is guaranteed. This requires overall regulation for the construction site, which must be based on two absolutely fundamental documents: the construction organization plan (POS) and the operations organization plan (POR). They provide the opportunity to plan the production activity of each brigade for a prolonged period of time, and to coordinate it with the material-technical support, the training of cadres, and other factors that determine the structure of the work time and that determine the necessary level of labor productivity. Both documents are part of the mandatory construction-planning documentation, and no construction should begin without them. However, in the practical situation, it is by no means always possible to see the construction organization plan at the construction site, and this also pertains especially to the operations organization plan. Also, that documentation frequently exists but does not reflect the real situation at the construction site. As a result there is a loss, as it were, of the organizing principle and major losses of work time occur.

Yet many questions in this regard can and must be resolved by the construction-planning and norm-research organizations. It is necessary, in particular, for the construction planners to divide the objects into technological centers and to determine their estimated cost, labor expenditures, and the need for material resources with a consideration of the brigade-contract organization of labor. Relying upon this documentation and the charts showing the labor processes, the Orgtekhstroy trusts, NOT [scientific organization of labor] centers, and norm-research stations must develop labor organization plans (as a component part of the operations organization plans). This practice should be made part of the mandatory norm of activity of those organizations for which it is desirable to prepare instructions dealing with the makeup and volume of those plans. We are convinced that the participation of the construction-planning and norm-research organizations in resolving questions of labor at construction sites not only will help to bring about order and reduce the obvious and hidden losses of work time, but also to systematize the payment of labor.

Furthermore, considerable losses of work time occur as a result of violations of labor discipline and the standard operating rules for the workers and employees of enterprises, organizations, and institutions. In particular, one still encounters large losses that are linked with the fulfillment of social duties during work time, and there are frequent occurrences of authorized absences from the job. Every person employed in construction loses an average of approximately two days a year for all these reasons. Consequently, at construction-and-installation operations as a whole this constitutes no less than 12 million mand-days, which is equivalent to the loss of 600 million rubles in annual volume.

As a result of the state of affairs that had been created in the national economy, in 1983 two decrees concerning the reinforcement of socialist labor discipline were enacted. Those questions found their expression also in the

USSR Law Governing Labor Collectives. It must be said that at the initial phase the implementation of the decrees and the law yielded a rather large effect: the time losses linked with violations of labor discipline acquired a clearly expressed tendency toward reduction and dropped by 40-50 percent. However, in the course of an incomplete year and a half the level of losses in construction has either stabilized or has again begun to rise.

At the present time work in this area has been broadly extended and it can be given a new impetus on the basis of the Standard Operating Rules for Workers and Employees of Enterprises, Organizations, and Institutions, which were approved by USSR Goskomtrud in coordination with AUCCTU. This document is based on the principles expressed in the USSR Constitution, the Law Governing Labor Collectives, and the appropriate decrees of the party and the government. It is called upon to promote the indoctrination of the workers and the employees in the spirit of a communist attitude toward labor and it reflects the party's course, which is aimed at the further democratization of the administration of production with the simultaneous reinforcement of the discipline of all its participants. The rules indicate that workers and employees are obliged constantly to improve their skills and to reduce the losses of work time. The collectives have been given broad rights that enable them to intensify the demandingness toward those individuals who are executing their duties in an unconscientious manner, and to apply to violators of discipline the coercive measures that are stipulated by law.

At present, we must channel into the struggle to reinforce labor discipline and to eliminate the losses of work time the entire system of material and psychological incentives, and that system, when skillfully used, can be sufficiently effective. For example, inveterate absentees can have their leave reduced, violators of discipline can be transferred to low-paying work, and their bonuses can be reduced for a period of up to six months. In the brigades, violators of discipline can have their supplementary pay reduced by means of the labor-participation coefficient.

It has been established that if various administrators fail to take steps to reinforce order and discipline, if they do not attempt to reduce personnel turnover, and if they do not organize reliable accounting of the losses of work time, they can be deprived of the bonuses for the basis results of activity and for the results in socialist competition. These administrators can be brought to disciplinary or other responsibility that has been legislatively established. And the inability to guarantee the proper labor discipline on the assigned sector is viewed as nonconformity with the position being occupied.

If one judges on the basis of the overall rates of reduction of losses of work time in construction as a result of violations of labor discipline, one can conclude that the series of measures that have been developed to improve that discipline is being used insufficiently. It is especially important to emphasize that high labor discipline is possible only in the event that it relies upon a precise organizational system of administration of production. Much remains to be done in this direction in construction.



In particular, it is necessary to concentrate the volumes of construction-and-installation operations and to reduce the number of objects being simultaneously erected. The present situation, when an army of many millions of construction workers is dispersed at the average rate of 5-7 persons per object, deprives both the administrators and the social organizations of the opportunity to monitor the state of affairs effectively. The lack of balance in the volumes of construction-and-installation operations and the material-technical support of the construction sites, as well as the miscalculations in planning, frequently give rise to hurry-up work methods at the end of a reporting period, under the conditions of which there is always a sharp reduction in discipline.

The shortcomings in the organization of construction production and the losses of work time that are engendered by them have led to a situation in which, for a prolonged period of time, the wages in a number of instances have been growing more rapidly than labor productivity. This is the result of figure-padding, by means of which the time represented by various kinds of idle-time periods is actually paid for. To a considerable degree this reduces the benefit that could be achieved thanks to scientific-technical progress in construction.

#### Improving the Organization of Labor and Its Payment

Taking into consideration the state of affairs in capital construction, the CPSU Central Committee and the USSR Council of Ministers worked out a number of large-scale measures aimed at eliminating the shortcomings in that branch and at increasing its production capabilities. They encompass many aspects of the construction process. In particular, in order to intensify the effect of the system of paying for labor and for providing bonuses to workers for the prompt activation of production capacities and objects and the increase in the labor productivity, to introduce progressive forms of organizing the construction-and-installation operations, and on that basis to increase the effectiveness of construction production, USSR Council of Ministers and AUCCTU enacted the decree entitle "Improving the Organization of Labor and the System of Paying for Labor and Providing Labor Incentives in Construction." It presupposes the further development and improvement of the brigade form of organizing and paying labor. For example, it is planned to intensify the cost-accountability principles in the economic-production activity of the labor collectives and the incentive effect of the systems of paying bonuses to construction workers, especially isolating the providing of incentive payments for the fulfillment of production assignments with a smaller number of persons, the awarding of bonuses for the activation of production capacities and objects, and the increase in the profitability of construction-and-installation organizations on the basis of their consolidation and the concentration of construction-and-installation operations. As a whole the decree is directed at providing the maximum material advantages to persons who have made the largest labor contribution to production, and preventing negligent workers from obtaining any material benefits.



In order to raise the level of engineer management, to achieve a greater correlation between the earnings of the line personnel and the results of the labor performed by the brigades that are under their supervision, and to assure the more equitable distribution of the collective earnings among the participants in the construction, it has been authorized to include as part of the consolidated brigades (wherever desirable) technical-engineer workers and to give them the responsibility of managing those brigades, with the payment of the labor in conformity with the results of the work performed by the primary collectives.

There has been a substantial change in the procedure of pay differentials for leadership of a brigade or link. Those differentials will continue to be paid on the basis of the number of workers, the volumes and specifics of the operations being fulfilled, but provided (and this is a fundamentally new and important principle) the brigade or link copes with the assignments within the established deadlines and with high quality, with a consideration of the state of labor and production discipline. As is well known, until the present time the only condition has been the fulfillment of the individual-output norms, as a consequence of which the differentials, in essence, were converted into a mechanical addition to the earnings.

Another new feature is the instruction given to the ministries, departments, Councils of Ministers of the union republics, and the construction organizations to change over consistently to wage-payment settlements for fulfillment of operations on the basis of construction estimates. This makes it possible to achieve a fundamental simplification of these settlements, but, most importantly, to correlate directly the payment of labor with the obtaining of the completed output, and this represents one of the important elements of brigade cost accountability. The construction-planning and technological-planning organizations now are obliged, when developing the plans, to divide the objects into technological centers and to determine for them the volumes of construction-and-installation operations, labor expenditures, and the needs for material resources.

In order to increase the self-interestedness of the collectives at the construction-and-installation trusts in the economizing of the wage fund, the decree has established that the entire saving that is computed by proceeding from the actual volume of construction-and-installation operations that is fulfilled during the year remains at the disposal of the construction-and-installation organization and is transferred to the material incentives fund.

At the expense of the saving in the wage fund, it has been authorized to establish for qualified workers (beginning in Category IV) increases on the wage rates for vocational skill in the amount of 16 to 24 percent, and for technical-engineer workers and employees, at the expense of the saving from the reduction of their number as compared with the norm number, in the amount of as much as 50 percent of the salary rate. This pertains to trust managers, the administrative apparatus, and the line personnel. All these increases will be reduced or completely disallowed if there is a worsening of the economic-technical indicators. The system of wage increases will provide the opportunity to intensify the effect of the material incentives upon the

quality of the labor performed by all the workers, and also to establish more correct proportions in the level of payment of labor in individual categories.

At the present time approximately one-third of the trusts, construction-and-installation administrations, and organizations equated to them are unprofitable. The chief reason is their small effectiveness, which is predetermined by the small volumes of construction-and-installation operations that are planned for them. Such organizations are unable to create the necessary production base, to use large-sized construction machines, or to train skilled cadres. They have a high percentage of overhead expenses and construction costs, and the labor productivity, as a rule, is low.

The question of the concentration of construction-and-installation operations was put on the agenda long ago, but, finding no support in the construction ministries and in the outlying areas, it was, practically speaking, not resolved. There has still been no success in overcoming the dubious principle: every oblast must have a trust, and every rayon must have an SMU [construction-and-installation administration] or PMK [mobile mechanized column]. For purposes of increasing effectiveness, beginning in 1985 new indicators are being introduced, according to which the construction, construction-and-installation, specialized, activation-and-startup, and repair-and-construction organizations, and other organizations that are equated to them, are included in groups for payment of the labor performed by managers and ITR [engineer-technical workers]. These indicators in comparable estimate prices are 30-40 percent higher than those currently in effect, and the fourth group (the lowest one) is excluded. In order to use them, there has been established a special system of coefficients that take into consideration the specifics and the labor-intensity of the operations, as well as their estimated cost by regions of the country. The introduction of the new indicators and the retention at the same time of the level of payment of the labor performed by the managers and the engineer-technical workers will require the substantial reorganization of the entire network of construction-and-installation organizations and, naturally, cannot be carried out instantaneously. Obviously, this will require a year or two. It has been established that the creation of new construction-and-installation organizations is authorized, as a rule, provided the analogous ones that are in operation on the particular territory pertain, on the basis of the indicators, to the first group.

Definite measures have been stipulated for intensifying the material self-interestedness in building up the volumes of the operations to be fulfilled. In particular, the USSR ministries and departments and the Councils of Ministers of the union republics have been granted the right to increase by 10 percent the salary rates of the managers and engineer-technical workers (the payment of whose labor depends upon the established group) in trusts and administrations that are included in groups 2 and 3, in instances when the actual volume of operations exceeds by no less than 30 percent the minimum indicators for the particular group. As for group 1, if the actual volumes exceed the established indicators by a factor of 1.5, the salary rates of these categories of personnel can be increased by 15 percent; and by a factor of 2 or more, by 20 percent.

With a consideration of the experience that has been accumulated over a period of many years, USSR Council of Ministers and AUCCTU made a number of constructive decisions in the field of bonus payment. For example, there has been an increase to six month salary rates a year in the maximum amount of bonuses for activation of production capacities and construction objects irrespective of other work indicators. Provision has also been made for the substantial increase in the individual bonuses for activation of a production capacity or individual object. In order to provide a guaranteed source for this purpose, it has been decided that the funds for this payment of bonuses will be included in the necessary amounts in the construction estimates without the right to use them for other purposes.

An important role in organizing the construction process, especially with the deepening specialization of operations, is played by the general contractor. However, until the present time he has had limited opportunities to exert a material effect upon the subcontractors who violate the established rate of construction. In this connection the trust manager-general contractors are authorized to reduce for the subcontract organizations (but by no more than 50 percent) the total amount of funds for the paying of bonuses for activation, if they fail to fulfill promptly the schedules for the carrying out of operations. In this instance, from the unused funds, the general contractors pay bonuses to the workers of other organizations that have contributed to the acceleration of construction. It is authorized for some of those funds to be set aside for paying incentive payments to the representatives of industrial enterprises that are part of those trusts, as well as motor-transport organizations that participated directly in activating the production capacities and the objects of construction.

And there is one more factor. The statutes that are in effect with regard to the payment of bonuses in construction stipulate a total number of interrelated indicators (volume of operations, their costs, labor productivity), and the managerial and engineer-technical workers are deprived of the right to receive a bonus if any of these indicators has not been assured at the planned level. This interrelationship has reduced the incentive properties of the system of bonus payments for the results of economic activity. In addition, a source of funds for these purposes was the material incentive fund, which in many construction organizations is formed in limited sizes.

Currently the situation is changing. In order to intensify the effect of the bonuses upon the effectiveness of construction and to create the necessary construction stockpile, it was decided to introduce the payment of bonuses to managerial and engineer-technical workers and employees of construction-and-installation trusts for the results of economic activity in the amount of as much as one monthly salary per quarter. These bonuses will be paid separately: 50 percent for the fulfillment of the quarterly plans for volume of construction-and-installation operations, provided the requirements for the quality of construction are observed; and two payments of 25 percent each, for fulfillment of the assignments for increase in labor productivity and the lowering of costs.



Bonuses will continue to be paid from the material incentive fund to managers, engineer-technical workers, and employees, with the exception of line personnel, for whom it has been authorized to use also the saving of the wage fund of the production sectors. The maximum size of the bonus payments for the results of economic activity has been defined in the amount of four salary rates a year, and for the activation of capacities and objects, six salary rates. Thus, the total maximum size of the bonus payments at the present time is increased from six to ten salary rates a year.

Taking into consideration the intensity of the production assignments for construction in 1985, the final year of the five-year plan, and the scale of the new national-economic tasks in the 12th Five-Year Plan, it will be necessary to carry out a tremendous amount of work in the branch, in the course of which the shortcomings in the organization of production and labor will be eliminated. The basis of that work must be, primarily, the carrying out of the measures that are outlined by the decree of the USSR Council of Ministers and the AUCCTU, entitled "Improving the Organization and System of Payment of Labor and the System of Labor Incentive Payments in Construction." It is necessary to explain broadly in all production collectives the goals and tasks of the decree, to plan and, most importantly, implement the measures to introduce the scientific organization of labor at all levels from the branch to the brigade, to systematize the payment of labor, and primarily to eliminate every kind of unsubstantiated payments (figure-paddings and "greasing"), to develop new statutes dealing with the payment of bonuses and to make them known to all the construction workers, etc. All of this should be carried out against a background of a decisive raising of the overall level of labor and production discipline and organizational spirit. It is necessary to involve the entire collective at every construction site, and its public organizations, in this work.

COPYRIGHT: Izdatelstvo "Transport", "Sotsialisticheskiy trud", 1985.

5075

CSO: 1828/171

LABOR

KOMMUNIST ARTICLE ON SOVIET TRADE UNIONS

[Editorial Report] Moscow KOMMUNIST in Russian No 10, July 85 (signed to press 3 July 85) carries an article by S. Shalayev, chairman of the AUCCTU entitled "Soviet Trade Unions Within the System of Socialist Self-Management." The article defines the various responsibilities of trade unions in the economy. The text of the article is published in the USSR REPORT: TRANSLATIONS FROM KOMMUNIST No JPRS-UKO-85-016, 7 October 85, pp 38-50.

COPYRIGHT: "Izdatelstvo TsK KPSS "Pravda". "Kommunist", 1985

CSO: 1828/18

## EDUCATION

### PROBLEMS OF SCHOOL CONSTRUCTION IN UZBEK SSR

Moscow UCHITELSKAYA GAZETA in Russian 4 Jul 85 p 3

[Interview with Gayrat Khamidullayevich Kadyrov, chairman of the UzSSR Council of Ministers, under rubric "School Construction Site: Activation Time": "Looking Into Tomorrow"]

[Text] In March 1985 the population of Uzbekistan reached the 13 million mark. There is a large number of children in the republic. They are surrounded by special concern and attention: there has been rapid development of the network of children's preschool and nonschool institutions, hospitals, clinics, and lying-in hospitals, and much is being done to render assistance to families with many children, and to improve the therapeutic recreation for children. In UzSSR a large amount of attention is devoted to school construction. Our correspondent asked Chairman of the UzSSR Council of Ministers Gayrat Khamidullayevich Kadyrov to share his thoughts concerning the most important questions of school construction.

[Question] Gayrat Khamidullayevich, in the Basic Directions for the Reform of the General-Educational and Occupational School System, provision is made for a sharp increase in the volume of school construction. For Uzbekistan, a republic with a high birth rate, this question takes of first-priority social importance. What could you tell us about the construction of schools on the basis of the results of the first four years of the current five-year plan?

[Answer] In our republic the reinforcement of the training-materials base of public education is a special subject, one of daily concern on the part of the party and Soviet agencies and the entire public. During the first four years of the five-year plan, in the cities and the countryside, using all sources of financing, schools were built to accommodate 547,000 students, including those built with state capital investments for 434,000, or 107 percent of the plan. We are completely confident that the assignment of the five-year plan for the activation of schools will be fulfilled.

But it must also be said outright that, although the plans for school construction are being fulfilled, the increase in the population is nevertheless considerably outstripping the rates of that construction. Hence the double-shift classes, the large number of students per class, and the



difficulties of dividing the classes into lessons given in Russian and in foreign languages. In other words, Uzbekistan, which occupies the third place in the country with regard to the activation of schools, is still feeling an acute shortage of student spaces. In addition, the reform of the general-educational and vocational school system requires the creation of conditions for the training, labor, and recreation of six-year-olds.

On 1 September 1986 more than a half-million of first-graders will arrive at the schools of Uzbekistan. And right now it is very important for us not only to cope successfully with the planned assignment for the 11th Five-Year Plan but also, taking into consideration the economic, demographic, and social prerequisites, to increase sharply within the next few years the volumes of construction, and to construct new standard school complexes.

[Question] The plans for activation of the schools, as a rule, are being fulfilled, but the capital investments in certain cities and rayons are not being used completely. Individual school complexes have been built, and are still being built, with considerable slippages past the normative deadlines. Frequently they are handed over for operation with the auditoriums or athletic gymnasiums or firing ranges that have been stipulated by the plan, or with poor-quality work. UCHITELSKAYA GAZETA has written about this many times.

Why is this happening? What has to be done to change this improper practice in the work of the construction workers?

[Answer] Actually, the plan for activation of new schools has been overfulfilled every year, but the situation with regard to the use of capital investments has been somewhat worse. The dragging out of construction, and the handing over not of the entire complex, but only one school building -- and, as you have emphasized in your question -- without any auditoriums, athletic gymnasiums, or firing ranges, and without any landscaping of the school territories, as a rule, have led to a situation in which considerable funds have not been used. To a large extent this is explained by the deeply ingrained practice of employing hurry-up, last-minute work methods just before the beginning of the school year.

A large share of the blame here also lies upon the executive committees of the local Soviets, which are the basic customers in school construction. Frequently they have accepted for operation structures that have not been completed or that have had large amounts of incomplete work.

Obviously, one cannot reconcile oneself to this improper practice, and with complete justification it has been subjected to sharp, well-principled criticism and has been severely censured at Plenums of the Central Committee of the Communist Party of Uzbekistan.

Proper order is currently being introduced in this matter, and the persons who were responsible for the violation are being brought to responsibility. Moreover, the data submitted by the executive committees of the local Soviets concerning the activation of schools that were accepted with incomplete operations has been removed from the reports submitted by the statistical agencies.

In this regard it will be necessary to introduce proper order also into the procedure for signing the acceptance document for each newly built complex. The makeup of the acceptance commission must include a representative of the appropriate department of public education and, on a mandatory basis, the director of the particular school. I emphasize that without his signature on the document, the school must not be accepted, and yet, unfortunately, such instances still occur.

A very important prerequisite for the success of school construction is the active position taken by the republic's Ministry of Education. The ministry is obliged, jointly with the executive committees of the local Soviets, to consider and to resolve the questions of the efficient location of new schools on the territory of the republic with a consideration of the number of children and the development of the productive forces in the region; to carry out more effective monitoring of the fulfillment of the plans and the quality of the operations; and to make wide use of the positive experience gained by the other union republics in administering school construction.

[Question] Almost half the schools in Uzbekistan are housed in facilities that have been adapted for that purpose. What is being done in the republic to transfer those schools to buildings that are designed better? And what is the participation that the base enterprises have in this matter?

[Answer] All the schools that are housed in buildings that have been adapted for that purpose, especially decrepit buildings, have been taken strictly under account. The construction of new complexes alongside of them is already under way or has been planned. In addition, considerable amounts of money are allocated every year for capital repair and for the building of annexes. But, as a whole, a school in a building that has been adapted for that purpose, especially in a rural area, is a serious problem for us, a problem that requires urgent resolution. The plan for activation of schools by drawing upon kolkhoz funds is not being fulfilled. During the past four years they have failed to turn over more than student spaces. Although during the first five months of this year the activation plan was fulfilled by 60 percent, we do not yet have the assurance that these rates will help to eliminate the indebtedness that has been formed.

All the questions of school construction must be coordinated, first of all, with the needs of life, with the specific situation in the particular city or rayon. It is necessary to take energetic steps to involve in the construction of schools, kindergartens, and children's nonschool institutions the ministries, departments, production associations and enterprises, and the kolkhozes and sovkhoses.

An important factor here is the initiative of the base enterprises. They currently, as has been stipulated by the Statute Governing the Base Enterprises, have been called upon to participate directly in school construction. And if, for example, a single factory is incapable of building a school, then it is necessary to work cooperatively with two or three enterprises. It would seem that in the 12th Five-Year Plan the practice of this kind of cooperative construction will become more widespread.

[Question] The school reform has not left unaffected the construction-planning institutes, where currently the architects and other specialists are working to create construction plans for new standard school complexes, taking into consideration the requirements of the reform. What could you offer to our readers as an architectural or construction innovation?

[Answer] I'd be very happy to acquaint your readers with this. But, as the expression goes, it's better to see something once than to hear about it seven times.

[End of question-and-answer format]... The interview continues, but it is no longer in the office of the Chairman of the republic's Council of Ministers. Instead, it is in the open air at a school that is being newly constructed.

Tashkent School No. 127 is situated in a minirayon of textile workers. It is a strict rectangular building, that stands out noticeably in the midst of elegant five-story apartment buildings.

"This experimental 33-classroom school was built last year according to a plan drawn up by Uzbekistan architects," Gayrat Khamidullayevich explained. "In our opinion, it reflects all the requirements that the reform makes upon the instructional and indoctrinational process."

The basis of resolving the problem of architectural composition is a small, semiclosed courtyard -- the place where formations and ceremonial events are held. To the right of the spacious vestibule is situated a unit for the six-year-olds. A Pioneer camp has currently been opened up at the school. Cozy bedrooms are joined to the classrooms. Nearby are playrooms, ingeniously decorated with painted panels and equipped with comfortable furniture.

"The unit houses three classrooms and playrooms," school director E. F. Munasipov explained to us. "If the need arises, we can re-equip three additional classrooms."

Two athletic halls, an auditorium, three shops (one for the youngest schoolchildren), a splendid dining room, plus an unusual construction plan: broad corridors on two levels, and roomy foyers felicitously combine within themselves the conveniences, coziness, festiveness, and unusual harmoniousness of school and home.

And there is yet another innovation -- the rooms for studying the Russian language, which are very convenient and designed for groups of 10-12 students.

This would seem to be exactly what today's school should be like. This construction plan has received the universal approval of the educators.

[Question-and-answer format resumes] [Question] We hope, Gayrat Khamidullayevich, that the schools that have been constructed on the basis of the improved plans -- schools such as Tashkent Secondary School No 127 -- will appear in the next few years in all oblasts of the republic. What else that

is new and positive will appear in school construction in the 12th Five-Year Plan?

[Answer] By next year the construction of schools of this type will begin in all oblasts. Our architects have also developed other construction plans, for example, for 11-classroom and 22-classroom rural schools, which have also taken into consideration the requirements of the reform. We plan to have a contest to develop new plans for modern school complexes.

The volume of school construction in the 12th Five-Year Plan will increase considerably. It is planned to activate approximately a million student spaces. The republic's government will carry out a persistent search for additional resources for expanding the scope of construction, as was dictated by the demographic factor.

In this regard I would like also to touch upon the problem of the cost of a single student space. With the existing standards it has been determined to be between 1100 and 1200 rubles. The new standard school complexes that correspond to the tasks of the reform will cost more than that. In our opinion it is high time to adjust the existing standards pertaining to the cost of a single student space.

For us, the construction of schools is a first-priority task. The scope of that task has been growing, and this requires the further complete improvement of the organization and administration of school construction, and the thorough, painstaking attention shown to new school construction projects on the part of the local Soviets of People's Deputies, the ministries and departments, and the construction organizations. This will undoubtedly have a beneficial effect upon the development of the school network in the republic and in the final analysis will contribute to the most rapid implementation of the reform.

5075

CSO: 1828/178



## EDUCATION

### NEW TRAINING METHODS FOR MANAGERS IN ECONOMIC SPHERE

Tallin SOVETSKAYA ESTONIA in Russian 7 Aug 85 p 2

[Interview with E. M. Sergeyev, president of the Academy of the National Economy for the USSR Council of Ministers; "What to teach a manager"; [date and place not specified--items in all caps shown in boldface]

[Text] What knowledge must a manager have, so as not to be at a loss in any management situation and not to lose sight of the enterprise's development prospects in day to day concerns? What management qualities are required of the manager at the present stage of economic development? The following is a discussion between journalist Ye. Spiridonov and the Rector of the Academy of the National Economy under USSR Council of Ministers Ye. M. Sergeyev.

[Question] Ye Evgeniy Mikhaylovich, the psychology and character of the manager are one way or the other influenced by the evolution of society and the system of economic management. For example, before the start of the large-scale experiment in industry the ministerial employees used to manipulate the administrative levers more vis-a-vis the enterprise managers. A director might be told bluntly: "Don't try to be clever, just perform and let us make the decisions. Do as you're told. If you don't meet your plan it will cost you your job". Such relations have produced, on the one hand, people who are helpless and afraid to exhibit sensible initiative, and on the other hand, maneuverers, grasping and willing to resort to different tricks, and even illegal actions, in the name of the plan. Now, with the expansion of the enterprises' rights and their increased accountability for the results of their work, the same director, not relying on instructions from above, must assess on his own the possibilities for production, must chart a plan for the development of the enterprise. But he has grown accustomed to the outmoded forms and methods of work. How do we "remold" him?

[Answer] The majority of people now at the helm of production possess specialized technical education: one may be a metallurgist, another a mechanical engineer, yet another a textile-worker...As specialists they know their job, but no one ever taught them **THE SCIENCE OF MANAGEMENT**. So many of them have reduced it to sheer bureaucratic administering. As they had no general grasp of the economy's development either, these managers acted intuitively and often made

mistakes. The "remolding" of these people, as you have expressed it, in the Academy of the National Economy begins with a reconstruction of their psychology with developing the ability to manage economic processes consciously and SCIENTIFICALLY. We endeavor to impress upon production managers that it is necessary to give up half-cocked, narrowly-departmental approaches to resolving economic tasks and to embrace a UNIFIED science of production management FOR ALL SECTORS. And if they circumvent the general laws of economic development, if they forget to consider the requirements of scientific and technological progress, if as navigators, they do not equip themselves with mathematical-economic methods of management, along the course of their enterprises they will always encounter the barriers of unresolved problems. So we teach our students to manage by this uniform science and to appreciate its significance.

The captains of industry also receive a correct socio-political orientation. Of course, in their day they all studied the history of the Party, philosophy, political economy and scientific communism. But these sciences were presented to them as individual subjects. At the Academy this is the basis for teaching the specialized disciplines of management, the most important of which is the historical experience of the CPSU in the building of communism. Our students receive a thorough grounding in questions of ideology, economic cooperation with CEMA countries, and international relations.

[Question] The Academy's students receive sound knowledge. But today that is not sufficient. The contemporary enterprise manager must be business-like, self-sufficient and innovative. Can he develop these qualities by studying at the Academy?

[Answer] Developing qualities such as a business-like approach, innovation, boldness and the ability to assume responsibility is not easy. In order to have them, an individual must know and possess definite skills. At the Academy, for example, we conduct intellectual and socio-psychological training sessions which help the students develop their ability to think independently. By that I especially mean the so-called business games. Some people conceive of them as a kind of practical psychological experience or a Rubik's cube, where much depends on your wits. In fact, the modelling of management processes requires the students to have in-depth knowledge of the economy and to possess unusual organizational abilities. Within a limited time frame, let's say, you have to formulate the optimal plan for increasing production of computer equipment, automobiles or color television sets at a single enterprise, in an association, or throughout the economy. And you must operate not with abstract figures but with input data from real production units. Moreover, the proposed variation of the plan must be defended to your colleagues, who act as opponents in the role of chiefs of ministerial administrations or departments of Gosplan and Gossnab.

[Question] Managers often do not act claiming to be shackled by economic and legal norms. And in this regard they point to bureaucratic instructions: "You see, I am forbidden to do that". Isn't this passivity the result of a lack of legal knowledge?

[Answer] Yes, we are convinced that many managers really do not know the laws. This hampers their initiative. In order to act consciously and confidently,

managers must have a knowledge of the law. We eliminate these gaps in their knowledge to some extent by organizing coursework in psychological and legal methods of management.

I believe that a SHARP LIMITATION IN THE NUMBER OF MANAGEMENT AND LEGAL RULES SYSTEMS AND INSTRUCTIONS would help increase initiative and the manager's independence to a significant extent. We must, in general, think about creating a special control mechanism in the economic management system, to help verify to what extent various departmental documents and instructions are in keeping with the directives and laws that are common for all sectors.

[Question] It does happen that a manager is both competent and has the necessary business-like qualities, but has no moral-psychological contact with his subordinates. In that case he will hardly be able to do a good job managing production. In your view, what knowledge and qualities are necessary to the manager so that an atmosphere of creativity and trust will obtain among members of the collective?

[Answer] Being a manager is a complex profession that combines science and art. A manager must be familiar with the informal structure of the collective being managed, that is, all the purely human interrelationships existing among subordinates, and must be able to approach each one individually. Only a well-educated person can do this. By well-educated I mean an individual with breeding and education, tact if you like. With these qualities in hand, a manager will be able to read another person's mood, to present assignments to subordinates and explain the spirit and thinking behind the decisions he makes in a clear and concise manner, to incline the collective to concerted work and to create in it an atmosphere of creative search and a pleasant microclimate.

We inculcate the culture of management and human contact in our students during both lectures and practical exercises. For example, in the course entitled "The Psychology of Management" they study topics such as "The Personality and Work Style of the Manager," "The Labor Collective and the Particularities of Managing it," "Conflicts and How to Resolve them," The business games I spoke of help them understand the art of contact with the employees. For example, I would say that the videotraining component gives the best results. During this exercise the business-like exchanges of a group are recorded on a VCR, and then the entire piece is discussed by the participants in that dialogue. In this way every student has an opportunity to step back and take a look at himself and correct his manner of interfacing with people.

[Question] Ye Evgeniy Mikhaylovich, to paraphrase the old saying, aren't you telling us: "The economy will prosper when all directors become academicians and all academicians directors?" How much truth is there to this witticism, considering the wide range of knowledge which, in your opinion, is necessary for today's manager?

[Answer] It is, of course, not obligatory to study at the Academy to become a good manager. BUT A GOOD MANAGER MUST BE A CLEVER ORGANIZER, MUST HAVE A COMPLETE KNOWLEDGE OF THE TACTICS AND STRATEGY OF MANAGEMENT. Cadre policy is a powerful lever, through which the Party influences social evolution. And the training of economic managers must be level with the tasks confronting the economy.

To attain this goal, our Academy, in conformity with the decrees of the CPSU Central Committee, is being converted into a scientific methods center for the entire system of the training and upgrading of economic managers comprising 88 sectorial and republic junior- and middle-manager upgrading institutes and appropriate VUZ faculties. All the rectors and department heads of these educational institutions will be Academy students. We must also devise active teaching methods, textbooks and aids for them. We have the resources to do this. There are eight academicians and corresponding members of the USSR Academy of Sciences, 54 doctors and over 100 candidates of sciences collaborating in ten departments. We are recruiting ministers, managers of large associations and enterprises, and prominent scholars to teach the courses.

Our country has all that it takes to make our managers good ones. If a manager wants to grow, lives for the interests and needs of the nation and enriches his knowledge, he will unquestionably move up the career ladder. Our very realities not only create fertile ground for everyone to develop their abilities fully, they also require this of everyone.

This is a special time. The Party has embarked on a course of rapid acceleration of socio-economic development. In all sectors of the economy a breakthrough into the future is required. To do this we must decisively reject all out-moded methods of management. We must not tarry, we must not vacillate. At the helm of production must be managers of a new type--competent, enterprising people, with a heightened sense of responsibility and innovation. It's up to them.

12912

CSO: 1828/209



## EDUCATION

### USSR ACADEMICIAN HIGHLIGHTS FIRST YEAR SCHOOL REFORM

Moscow MOSCOW NEWS in English No 36, 15-22 Sep 85 p 13

[Interview with Ivan Zverev, Vice-President of the USSR Academy of Pedagogical Sciences by Natalya Pavlova]

[Text]

**The school reform is now in its second year. Could you briefly say, please, what it is?**

The school system in the USSR is developing on planned basis as are other social institutes. In the 1930s, the task was to provide four years of education for all children. By the 1940s, a seven-year training was compulsory. Because of the war, the next stage – the switchover to an eight-year general education – came only in the late 1950s. The 1970s saw the switchover to a general secondary education.

To select what's best about today's elementary and high school education was one of the reform's objectives. Today, however, progress requires that young people not just have theoretical knowledge, but that they also possess practical occupational skills. The very concept of education is taking on a broader meaning to include a more practical aspect. It was the idea of coupling theoretical training with serious practical work that appealed most to those involved in the discussion of the draft reform, i.e., to 120 million people – nearly one half of the country's adult population.

**But labour education was part of the former curriculum also.**

The reform presupposes a qualitatively new approach to labour education for school pupils. Not vocational training which was sometimes forgotten after the pupils had received their

marks, but real participation by the pupils in actual production, the acquiring of skills in one of the more than 700 recommended mass occupations needed by today's society.

Before the reform, the school was mainly geared to preparing pupils for a higher education, while training in trades was done in vocational and specialized secondary schools. There was a kind of disproportion: theory was not backed with meaningful practical training, while students of vocational and specialized secondary schools were trained in practical skills to the detriment of their general education. Unification of general and professional training currently is going on at general and vocational schools. A unified level of education for all, a state standard for knowledge and practical skills for those finishing school is what the reform is aiming at as regards labour training.

**While it wouldn't hurt anyone to learn a trade and gain life experience, what about pupils who have proved to be born artists, musicians, or evince a talent for the humanities?**

Gifted children go to schools which provide a more extensive training in music, maths and other subjects. There are thousands of such schools around the country. Besides, ordinary schools have a system of optional classes. The system is to be widened as the reform progresses. Children with a bent for the arts or sciences receive wide opportunities to go into

what they like most without having to leave the school. Thus talents are allowed to develop.

**Obviously, schools have to be associated with factories or farms where their pupils are supposed to engage in practical work. What is being done about this?**

There are dozens of production enterprises who are interested in working with children. For example, there are the Moscow Khromatron Factory which manufactures colour TV tubes, the Kharkov Tractor Works, plants and factories in Leningrad, Kiev, and Minsk, and collective and state farms in the Rostov Region and the Krasnodar Territory. Their relations with schools are not the usual buddy relations. Enterprises are responsible for the training, they allocate funds for on-the-job training of children, and this work is part of their production plans. Thus they also train the workforce for themselves.

**Children will start school at the age of six in accordance with the reform. Wouldn't it be too hard on them?**

The idea of sending children to school at an early age is not new to this or other countries in the world. In the USSR experiments were staged to determine the feasibility of this as early as the 1930s, and the more so in recent decades. At a certain stage the school starting age was lowered from 8 to 7. There is no doubt that six-year-olds will prove equal to the curriculum. The main thing is to make arrangements for this switchover on a nationwide scale in a country with more than one hundred nationalities, to ensure the best possible conditions for instruction (this also involved material expenditure), to select the best possible teaching methods and manuals, to train teachers and instruct children's parents.

**Does this mean that all six-year-olds are obliged to go to school?**

Injunctions alone cannot accomplish anything. Six-year-olds should be sent to school when one is sure that they are going to receive adequate instruction at this or that school. Incidentally, not all six-year-olds go to school in Moscow. Almost all of them do, however, in Byelorussia and Georgia.

School authorities and teachers are given wide possibilities for exploring optimal methods of teaching small

children. On our visit to a village in the Brest Region, in Byelorussia, we went to a kindergarten-cum-primary-school housed together in the same building. The same teacher was teaching school and kindergarten kids. 4- and 5-year-old children are psychologically ready to go to school.

The curriculum for six-year-olds includes 20 hours of classes (they go to school five days a week). They study the native language, Russian (used for communication between the different peoples of the USSR), maths, natural history, the basics of drawing, singing, physical culture and practical work. A typical lesson lasts 35 minutes and all instruction is done using games which enable the pupils to absorb four times as much information as through passive listening.

Six-year-olds will start school on a massive scale in the late 80s.

**To what extent are the new curricula and text books clearly written, interesting and connected with real life as the reform demands?**

Secondary school curricula are being rid of complicated and marginal material and supplemented with concepts based on the latest scientific achievements. The work on the curricula, on the whole, has been completed. Their main principle consists in the gradual building up of a body of knowledge from individual facts to current tasks and problems.

Some textbooks remain unchanged. Others are being rewritten. There is a contest on for the best textbooks.

**As a teacher of vast experience, and as a scientist, what do you think is the most valuable in the current change?**

Greater attention to the teacher. The teachers' salaries have been doubled, s/he is entitled to long-service pay, bonuses for being a form master, for correcting notebooks, etc. Everything is being done so that the teacher can enjoy his work and show creativity in line with modern requirements. Now, for instance, teachers will be sent for advanced training more often than in the past. There is a new arrangement for the retraining of teachers which is yet to be universally adopted: study plus recreation and treatment at a holiday home or a sanatorium.

But most importantly, we are witnessing a rise in the prestige of teachers, in the realization of the importance of the profession of a teacher.

# EDUCATION

## FIGURES FOR GENERAL, SPECIALIZED EDUCATION IN REPUBLICS

Moscow VESTNIK STATISTIKI in Russian No 8, Aug 85 pp 75-80

[Excerpts] II. EDUCATION IN THE USSR

Table 1. General Education Day Schools by Republics (at the Beginning of the School Year; in Thousands)

<u>Republic</u>	<u>Urban</u>				<u>Rural</u>			
	<u>1970-71</u>	<u>1975-76</u>	<u>1980-81</u>	<u>1984-85</u>	<u>1970-71</u>	<u>1975-76</u>	<u>1980-81</u>	<u>1984-85</u>
USSR	33.2	32.5	31.9	32.6	141.4	117.0	100.6	97.5
RSFSR	19.0	18.3	17.7	18.0	77.9	61.8	51.1	49.0
Ukrainian SSR	6.4	6.0	5.8	5.9	21.2	17.8	15.6	14.9
Belorussian SSR	0.9	1.0	1.0	1.0	9.8	7.5	5.7	5.1
Uzbek SSR	1.0	1.2	1.3	1.5	5.9	6.1	6.2	6.1
Kazakh SSR	1.8	1.7	1.6	1.7	7.5	6.8	6.3	6.3
Georgian SSR	0.7	0.7	0.7	0.7	3.5	3.3	3.0	3.0
Azerbaijan SSR	0.8	0.8	0.9	0.9	3.5	3.3	3.1	3.4
Lithuanian SSR	0.4	0.4	0.5	0.5	3.2	2.3	1.8	1.7
Moldavian SSR	0.3	0.3	0.3	0.3	1.5	1.4	1.3	1.3
Latvian SSR	0.3	0.3	0.3	0.4	0.8	0.6	0.5	0.5
Kirghiz SSR	0.3	0.3	0.3	0.2	1.4	1.3	1.3	1.4
Tajik SSR	0.3	0.4	0.4	0.4	2.6	2.4	2.3	2.4
Armenian SSR	0.4	0.5	0.5	0.5	0.9	0.9	0.9	0.9
Turkmen SSR	0.4	0.4	0.4	0.4	1.1	1.1	1.2	1.2
Estonian SSR	0.2	0.2	0.2	0.2	0.6	0.4	0.3	0.3

Table 3. Graduation of Students from Secondary General Education Day Schools, by Union Republics (in Thousands of Students)

<u>Republic</u>	<u>Urban</u>				<u>Rural</u>			
	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1984</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1984</u>
USSR	1,163	1,532	1,442	1,203	805	1,184	1,286	1,083
RSFSR	648	829	747	603	347	478	500	366
UkSSR	241	308	274	222	130	167	166	136
BSSR	43	61	58	46	39	58	50	37
UzSSR	43	67	73	75	97	161	180	175
KaSSR	56	80	81	70	59	95	115	104
GSSR	24	31	34	27	26	34	37	29
AzSSR	27	38	42	38	22	43	57	58
LiSSR	12	17	24	20	5	6	8	7
MSSR	11	15	14	12	15	28	28	25
LaSSR	10	13	14	12	1	2	2	2
KiSSR	10	14	14	13	21	34	40	40
TaSSR	9	15	18	18	19	35	50	54
ArSSR	15	23	24	22	11	18	21	17
TuSSR	8	13	16	17	12	24	31	32
ESSR	6	8	9	8	1	1	1	1

Table 4. Extended Day Schools in Urban Communities, by Union Republics (at the Beginning of the School Year)

<u>Republic</u>	<u>Number of Extended Day Schools and Schools with Extended Day Groups</u>				<u>Proportion of Students in Extended Day Groups in the Total Population of Students in Grades 1-8 and Preparatory Classes, in Percents</u>			
	<u>1970-71</u>	<u>1975-76</u>	<u>1980-81</u>	<u>1984-85</u>	<u>1970-71</u>	<u>1975-76</u>	<u>1980-81</u>	<u>1984-85</u>
USSR	24,726	26,346	27,309	28,297	14	20	30	32
RSFSR	14,232	14,931	15,197	15,611	12	20	30	31
UkSSR	4,895	4,972	5,103	5,187	20	28	37	36
BSSR	760	803	862	913	12	15	22	28
UzSSR	912	1,102	1,231	1,387	18	21	32	40
KaSSR	1,250	1,352	1,364	1,442	12	16	25	31
GSSR	358	458	547	595	8	10	14	15
AzSSR	483	618	707	726	12	18	27	31
LiSSR	282	316	369	407	13	14	21	20
MSSR	236	257	260	265	23	26	38	39
LaSSR	291	299	307	302	17	19	25	27
KiSSR	195	218	224	235	12	19	29	26
TaSSR	248	265	272	297	16	18	25	24
ArSSR	192	305	386	431	8	13	25	25
TuSSR	233	275	296	305	13	17	18	17
ESSR	159	175	184	194	12	16	22	24



Table 5. Extended Day Schools in Rural Communities, by Union Republics (at the Beginning of the School Year)

<u>Republic</u>	<u>Number of Extended Day Schools and Schools with Extended Day Groups</u>				<u>Proportion of Students in Extended Day Groups in the Total Population of Students in Grades 1-8 and Preparatory Classes, in Percents</u>			
	<u>1970-71</u>	<u>1975-76</u>	<u>1980-81</u>	<u>1984-85</u>	<u>1970-71</u>	<u>1975-76</u>	<u>1980-81</u>	<u>1984-85</u>
USSR	39,525	48,107	55,028	57,479	12	21	35	43
RSFSR	20,266	23,092	24,538	25,264	12	23	40	47
UkSSR	8,247	10,385	10,923	10,921	21	36	53	59
BSSR	1,865	2,309	2,338	2,485	11	20	32	46
UzSSR	2,316	3,135	5,301	5,640	9	12	30	42
KaSSR	3,115	3,706	4,274	4,621	13	18	31	44
GSSR	278	551	808	978	3	8	16	22
AzSSR	666	1,210	1,834	2,060	6	11	26	38
LiSSR	380	403	513	530	9	12	21	25
MSSR	740	881	982	1030	13	22	40	49
LaSSR	318	362	390	406	19	25	38	44
KiSSR	328	507	751	801	8	13	23	24
TaSSR	414	586	1,045	1,212	5	7	16	19
ArSSR	64	243	516	590	3	8	27	36
TuSSR	341	542	621	707	6	10	12	13
ESSR	187	195	194	234	22	27	34	42

Table 9. Enrollment in Secondary Specialized Education Schools, by Union Republics (in Thousands of Students)

<u>Republic</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1984</u>
USSR	1,338.4	1,403.9	1,457.0	1,502.7
RSFSR	780.4	816.3	817.6	826.1
UkSSR	241.0	245.4	253.3	263.3
BSSR	45.4	49.3	52.5	53.1
UzSSR	58.2	67.3	86.2	100.8
KaSSR	69.5	73.6	89.3	96.0
GSSR	17.3	16.9	18.1	18.4
AzSSR	24.6	25.6	25.6	25.5
LiSSR	20.3	21.0	21.0	20.0
MSSR	16.1	17.3	18.2	19.3
LaSSR	11.0	12.3	12.6	12.9
KiSSR	12.6	13.4	15.7	17.3
TaSSR	11.7	12.2	13.3	14.1
ArSSR	15.2	16.7	15.9	16.6
TuSSR	8.7	9.4	10.8	12.3
ESSR	6.4	7.2	6.9	7.0

Table 10. Graduation of Specialists from Secondary Specialized Education Schools, by Union Republics (in Thousands of Students)

<u>Republic</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1984</u>
USSR	1,033.3	1,157.0	1,274.7	1,246.9
RSFSR	595.5	667.2	720.7	673.1
UkSSR	209.5	220.8	232.2	230.1
BSSR	36.0	41.5	47.4	45.9
UzSSR	41.4	51.0	63.9	76.9
KaSSR	48.0	57.5	70.3	77.1
GSSR	13.5	14.7	16.3	16.5
AzSSR	18.1	19.0	22.6	24.5
LiSSR	13.0	16.3	19.3	17.7
MSSR	11.8	13.4	17.0	16.9
LaSSR	8.7	9.4	10.8	10.5
KiSSR	9.3	10.3	12.5	14.7
TaSSR	7.8	9.5	11.0	11.5
ArSSR	9.6	13.8	16.2	15.8
TuSSR	6.3	7.1	8.7	10.2
ESSR	4.8	5.5	5.8	5.5

COPYRIGHT: Izdatel'stvo "Finansy i statistika", 1985

12490

CSO: 1828/211

END

**END OF**

**FICHE**

**DATE FILMED**

**21 NOV 85**